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To explore how individuals in the corrections fields perceive their work, the functioning of their agencies, and the effectiveness of the various correctional fields, a national sample of 1,870 correctional workers in institutions and in probation and parole agencies were interviewed. Some findings were: (1) A majority saw the total system as "somewhat effective", (2) The police received a positive rating from almost 70 percent, (3) Over half felt that the courts have been "generally fair", but there was a strong minority opinion of too much leniency, (4) There was fairly general agreement on the low level of correctional accomplishments, (5) With variations within different correctional settings, rehabilitation was considered the most emphasized of four goals and was overwhelmingly considered the desired primary goal, (6) A generally low level of formal training in corrections and criminology was indicated, and (7) Job satisfaction was high. Suggestions for improvement included increased use of probation and parole, more community oriented Programs, and better training of staff. A summary of this report is available as VT 008 855; VT 008 850 is a companion piece. (JK)

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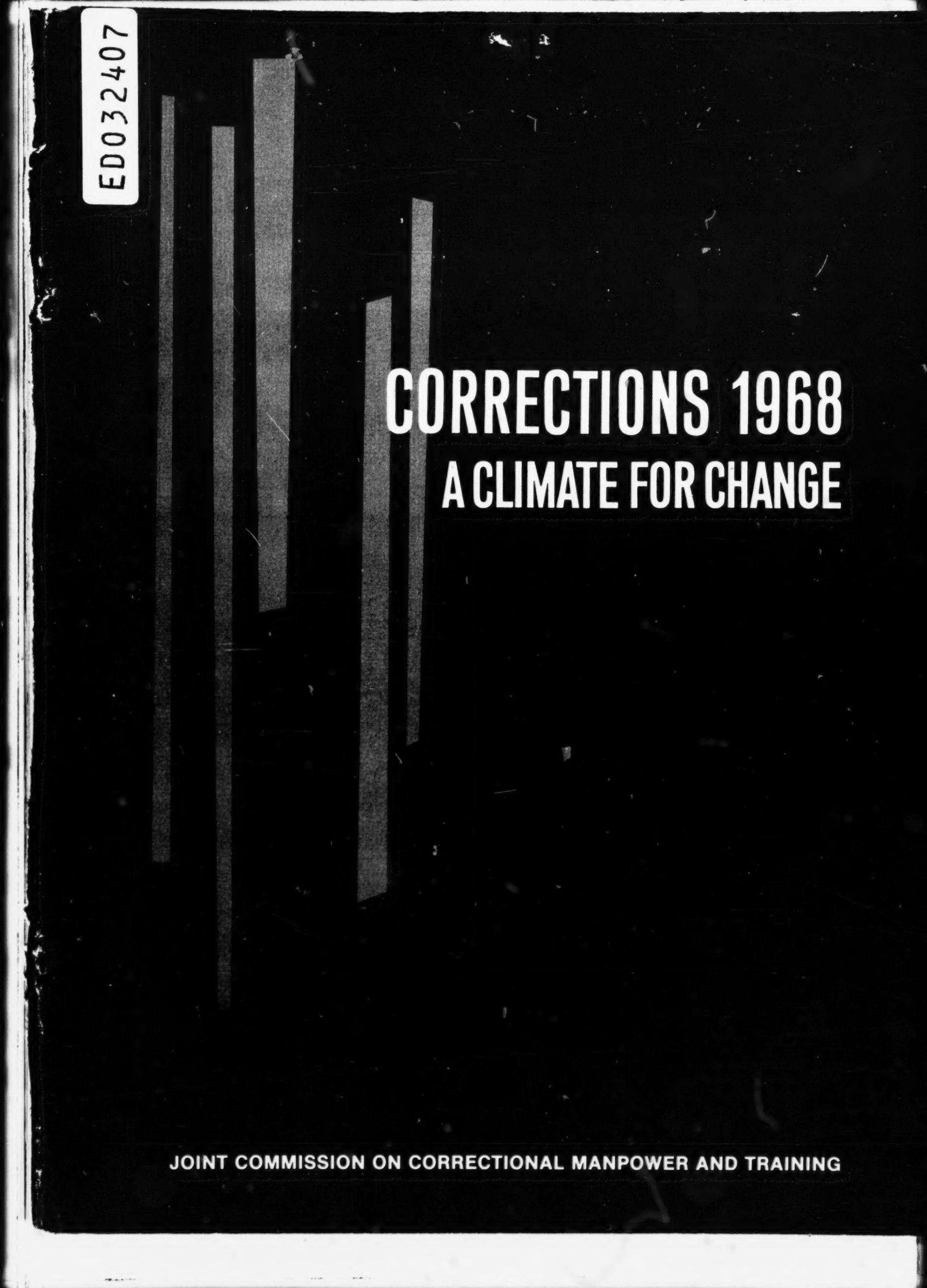

CORRECTIONS 1968
A CLIMATE FOR CHANGE

JOINT COMMISSION ON CORRECTIONAL MANPOWER AND TRAINING

The Joint Commission on Correctional Manpower and Training, incorporated in the District of Columbia, consists of nearly a hundred national, international, and regional organizations and public agencies which have joined together to attack one of the serious social problems of our day: How to secure enough trained men and women to bring about the rehabilitation of offenders through our correctional systems and thus prevent further delinquency and crime.

Recognizing the importance of this problem, the Congress in 1965 passed the Correctional Rehabilitation Study Act, which authorizes the Vocational Rehabilitation Administration to make grants for a broad study of correctional manpower and training. The Joint Commission is funded under this Act and through grants from private foundations, organizations, and individuals.

Commission publications available:

Differences That Make the Difference, papers of a seminar on implications of cultural differences for corrections. August 1967. 64 pp.

Targets for In-Service Training, papers of a seminar on in-service training. October 1967. 68 pp.

Research in Correctional Rehabilitation, report of a seminar on research in correctional rehabilitation. December 1967. 70 pp.

The Public Looks at Crime and Corrections, report of a public opinion survey. February 1968. 28 pp.

The Future of the Juvenile Court: Implications for Correctional Manpower and Training, consultants' paper. June 1968. 67 pp.

Offenders as a Correctional Manpower Resource, papers of a seminar on the use of offenders in corrections. July 1968. 103 pp.

Criminology and Corrections Programs: A Study of the Issues, report of a seminar. July 1968. 101 pp.

Corrections 1968: A Climate for Change, report of an attitude survey. August 1968. -- 45 pp.

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CORRECTIONS 1968:

A CLIMATE FOR CHANGE

Report of a survey
made by
Louis Harris and Associates

for the

JOINT COMMISSION ON CORRECTIONAL MANPOWER AND TRAINING
1522 K Street N.W. Washington, D. C. 20005

August 1968

This study was made possible, in part,
by a grant from the Ford Foundation.

FOREWORD

THE JOINT COMMISSION on Correctional Manpower and Training was set up to address a problem noted by crime commissions and many other groups in recent years. This is the ineffectiveness of our correctional system, which stems in large part from the fact that it is grossly undermanned and that many of its personnel are not trained to rehabilitate offenders. The Joint Commission's responsibility is to study the extent and nature of the manpower shortage in corrections, to investigate the needs and resources for training correctional workers, and to get something done about meeting the needs it finds.

It would be foolish to plan how to increase the number and effectiveness of correctional personnel in the future without consulting the people already employed in corrections. What do they think of the jobs they are now doing and might do? What do they feel about the training they had for the jobs? What do they see as important changes needed in the years immediately ahead? And are they willing to see the changes made?

Seeking answers to such questions, the Joint Commission asked Louis Harris and Associates to interview a national sample of correctional workers. In all, 1,870 persons were interviewed in institutions and in probation and parole agencies. Findings are reported in the following pages.

This volume is a companion piece to *The Public Looks at Crime and Corrections*, the report of a survey that gave citizens an opportunity to express themselves concerning the goals of corrections, its personnel, and its shortcomings. According to this survey of opinion, the public in general feels that much must be done if corrections is to become effective.

The present study shows that correctional workers themselves are generally in agreement with public opinion in this respect.

On another point the two surveys are not in agreement. The public expressed a low opinion of corrections as a career. Parents did not intend to recommend such life work to their children; the pay is too low and the chances of success too remote. Young people interviewed were not deterred by low pay but by the thought that chances of success would be small. But almost all the persons actually working in corrections who were interviewed find their jobs satisfying because they offer an opportunity to help people and to see the results. Apparently young people who are making up their minds about careers should give some attention to what corrections personnel think of their work.

Correctional workers feel the need to inform the public of their aims, methods, and practices, so as to secure support, not only for corrections but also for its products – the thousands of men, women, and youths who are released from prison and probation every year. Correctional workers no longer want to keep the public out; they want its understanding and assistance.

This study was the responsibility of Joint Commission staff members Rudy Sanfilippo, Jo Wallach, and William T. Adams. The report was edited by Roma K. McNickle.

The Ford Foundation, which has a continuing interest in corrections, provided funds which made the study possible.

The Joint Commission is deeply indebted to correctional administrators for the ready cooperation which made this survey possible, and to the personnel who were interviewed for their interest and time and the straightforwardness of their responses.

GARRETT HEYNS
Executive Director
Joint Commission on Correctional
Manpower and Training.

CONTENTS

I. WHY AND HOW THIS STUDY WAS MADE 7

II. SUMMARY OF THE FINDINGS 9

III. ATTITUDES TOWARD THE CRIMINAL JUSTICE SYSTEM 12

IV. CHARACTERISTICS OF PERSONNEL – EDUCATION AND TRAINING AS PREPARATION FOR CURRENT JOBS 27

V. ATTITUDES TOWARD CORRECTIONAL JOBS AND AGENCIES 33

VI. IMPLICATIONS OF THE STUDY FOR CHANGE 40

APPENDIX 45

I. WHY AND HOW THIS STUDY WAS MADE

A study of correctional manpower, such as the Joint Commission on Correctional Manpower and Training was authorized by law to make, must involve more than a count of positions authorized in American correctional systems, the number of vacancies, the turnover rates, and the ratios of staff to offenders. These quantitative factors are exceedingly important, the more so because they were not available on a nationwide basis before the Joint Commission began its work. But they represent only the surface of information which is essential to a critical study of manpower shortages and how they may be remedied.

Therefore the Joint Commission requested Louis Harris and Associates to make a study of the attitudes of correctional personnel, to measure those qualitative factors which substantially determine how well corrections does its job, how it can recruit and retain competent personnel, and how persons employed in corrections can be educated and trained to do effective work. This study—conducted in April and May of 1968—was concerned with how individuals perceive their work, the functioning of the agencies of which they are a part, and the effectiveness of the various correctional fields.

The objective was also to measure differences in attitudes. It is important to measure the perceptions of correctional workers in different settings, at different levels in those settings, and with varying academic backgrounds, to see how these factors affect perceptions of corrections. Thus the study design may be described as a differential perception analysis.

Questions may be raised as to whether the perceptions reported here present the whole truth about the situation in which those interviewed are working. But the "truth" of the situation is incidental to performance, because perceptions are the basis on which an individual carries on his activities. Hence, perceptions are real in their consequences.

In addition, the differences in attitudes between groups of personnel give a reading on the probable responses of other individuals in similar jobs and with similar backgrounds. From such a study as this, therefore, we can begin to develop predictability as to how correctional programs are and will be viewed by groups of workers. This measurement of attitudes is essential in bringing about organizational change in corrections.

The survey reported in the following pages is the first effort to contact personally a significantly large and representative nationwide sample of individuals working in the field of corrections and, as such, should be viewed as a landmark study in this field.

SUBSTANTIVE AREAS EXAMINED

The study sought information in three basic areas: attitudes of correctional personnel toward the system of criminal justice—law enforcement, courts, and corrections; individuals' education and training as preparation for their present jobs; and their attitudes toward their jobs, their fellow workers, and their agencies.

1. Criminal Justice System

How are the police, the courts and correctional agencies rated and how much cooperation exists between each of these elements of the system?

Focusing on corrections, what are the *current* goals of different agencies and what *should* their goals be?

To what extent is there a feeling that treatment and restraint are incompatible?

How much need is there for individual counseling? How successful have past counseling efforts been?

How much are correctional personnel attempting to influence the community to ease the re-entry of the offender into society? What is the relative importance given to treatment of the individual offender and to attempts to influence the community?

What are the major problems facing the ex-offender in the open society?

Is corrections providing enough help to deal with these problems?

Should the use of probation and parole be increased or not?

What have been the successes and problems of community-based correctional programs? Should their use be expanded?

How prevalent is the use of volunteers in correctional agencies and how helpful is their participation? In what ways can volunteers be of real service in the correctional process?

Is the use of ex-offenders as full-time correctional workers looked on with favor? What are the advantages and disadvantages of using ex-offenders?

What new kinds of correctional programs should be set up? Where should the emphasis of these programs lie?

2. Education and Training as Preparation for Current Correctional Jobs

What are the experiential, educational, and demographic backgrounds of correctional personnel?

What specific educational areas are felt to be most useful for corrections?

How much in-service training has been conducted? How useful has this training been?

What is the relative importance of formal education, in-service training, and work experience in current job performance?

How much willingness is there to look to universities and private industry for help in the development of staff training programs?

What are the current levels of participation in school and training programs?

3. Attitudes toward Present Job and Agency

What does the individual like and dislike about his job?

How important are specific elements, from "job security" and "pay" to "a chance to help other people," and how much satisfaction does the job provide in each of these areas?

What is the individual's attitude toward his supervisor? Why does he feel most individuals in his agency get promoted?

Does the individual expect to make his career in corrections and, if so, in what area? What does he feel are his chances of success in reaching his desired job goal?

Would the individual recommend corrections to a young person looking for a career?

How many people at his level does he believe are leaving the correctional field? Why are they leaving?

In each of the above areas much has been surmised in the past and a good deal may be known on a piecemeal basis. But in these areas there has been inadequate statistical documentation of the attitudes and characteristics of correctional personnel. This survey, along with others being conducted by the Joint Commission, is intended to provide documentation and help bridge the gap of inadequate information.

HOW THE STUDY WAS CONDUCTED

Using information gathered in the surveys previously conducted by the Joint Commission, a sample of agencies was drawn in each of six areas:

- State and federal adult institutions
- State and federal juvenile institutions
- Local probation agencies (county-level in most cases)
- State-level probation-only agencies
- State-level probation and parole agencies
- State-level parole-only agencies

Once the specific agencies were selected, members of the Joint Commission staff conferred with the top correctional official in each state in which an agency was located (each county or city for local probation), explaining the purpose of the survey and asking for permission to conduct interviews in the agency. The heads of the selected agencies were then sent a letter explaining the purpose of the survey and asking them to prepare a full roster of personnel from which a Harris interviewer could make a random selection of specific respondents to be interviewed.

When the interviewer went to the agency, he used a table of random numbers to choose persons to be interviewed from each of five categories: top management; middle management; first-line supervisors; functional specialists (teachers, probation and parole officers, psychologists, social workers, classification officers, counselors, and similar personnel); and line workers in institutions. Job titles included in each major category are shown in the Appendix.

The random numbers table was used to prevent any bias, intended or accidental, which might result from the agency head or the interviewer making the selection on a less rigorous basis.

Each respondent was assured that his answers, his name, and his agency would be held in the greatest confidence by Louis Harris and Associates and that all results would be presented in group terms that would make individual identification impossible. The individuals were then interviewed in private by Harris personnel, using a questionnaire containing both structured and unstructured (free response) items. The interviews lasted anywhere from 45 minutes to two hours.

In analyzing the interviews (1,870 in all), responses were grouped into four categories:

- Top and middle management (552)
- First-line supervisors (445)
- Functional specialists (684)
- Line workers (189)

Additional analysis, based on education, was made for managers and specialists. A full description of analytical method appears in the Appendix.

In a sense, the Harris firm points out, this is more than a survey conducted *about* correctional personnel. It is also a survey conducted *by* correctional personnel. There were, of course, some few instances in which individuals felt they were unable to cooperate, rosters which made specific selections difficult, and other minor problems. But generally the cooperation the interviewers received at all levels of the correctional process was magnificent. It is evident that correctional personnel are willing and even eager to participate in that self-appraisal which can only lead to a better, more effective correctional system.

PLAN OF THE REPORT

The following four chapters, including the observations, were prepared by the Louis Harris staff. Chapter II presents a summary of the findings. Chapter III analyzes the responses in regard to the criminal justice system. Chapter IV discusses the respondents' perceptions of how their education and training have prepared them for their present jobs. Chapter V shows attitudes toward respondents' jobs and agencies, as well as toward corrections as a career.

The final chapter, prepared by the Joint Commission staff, indicates some implications of the study for corrections.

II. SUMMARY OF THE FINDINGS

ATTTITUDES TOWARD THE CRIMINAL JUSTICE SYSTEM

A majority of correctional personnel see the total system of criminal justice as one that is "somewhat effective." Less than one in ten see it as being "very effective."

There is a strong feeling that greater cooperation by police, courts, and corrections is needed.

Each element of the system, however, is viewed differently. The police receive a positive rating from almost 70 percent of correctional workers, but neither the courts nor corrections itself is seen in such a favorable light. Only a minority of correctional personnel give these two areas a positive rating.

The low rating of the courts stems from a number of perceptions on the part of correctional workers:

- Just over half feel the courts have been "generally fair" in dealing with offenders. There is strong minority feeling (expressed by one in four) that the courts have been too lenient.
- Six in ten agree with the proposition that "recent court decisions (particularly the Supreme Court) have gone too far in the direction of protecting the rights of the accused and have not paid enough attention to protecting society."
- There is some minority feeling, particularly in adult institutions, that recent judicial decisions have moved the courts too much into the running of correctional agencies.

It is unlikely that the negative attitude toward the courts indicates that correctional personnel believe offenders should be punished more than they are now. What is implied is that the offender cannot be really helped unless he enters correctional process.

EFFECTIVENESS OF CORRECTIONS

Belief in the efficacy of corrections is more a question of potential than of actuality. No correctional setting receives a positive rating from a majority of personnel. Adult institutions receive the lowest rating, with juvenile institutions and juvenile parole slightly higher. Line workers are generally more favorable toward most settings than other occupation groups. It is interesting that there appears to be little defensiveness about the accomplishments of the setting in which an individual is working. There is fairly general agreement on the low level of correctional accomplishments. This attitude is positive to the extent that it is a necessary forerunner to a willingness to permit and encourage change.

A number of factors help explain the low ratings given to correctional agencies. Perhaps most important is the problem of goal emphasis.

In each setting, "rehabilitating the individual so that he might become a productive citizen" is considered the number one goal now. But there are sharp differences, with adult institutions tending to be seen as having a very different orientation from other settings. Over one in three correctional workers feel that "protecting society from crimes the offender might be committing" is currently the most emphasized goal in these institutions. A sizable minority feel that "punishing the individual convicted of a crime" is the prime goal of adult institutions.

Correctional personnel generally see other settings as having similar goals, with "rehabilitation" clearly most emphasized and "protection" as a distant second. Neither "punishment" nor "changing community attitudes and conditions which contribute to crime and delinquency" (the fourth goal asked about) is considered primary by more than a very small percentage.

In terms of what *should be* the goals of corrections, rehabilitation is still considered the desired prime goal. However, the current secondary goal, generally considered to be "protection," is displaced by "changing community attitudes and conditions." There is clearly a strong desire for a shift in emphasis to greater community involvement in the correctional process.

This shift is felt to be necessary because correctional personnel are very much convinced that environmental factors are major causes of criminal behavior. True rehabilitation, they believe, requires equal attention to individual treatment of the offender and to influencing and changing community patterns which create the conditions in which crime flourishes and reintegration of the offender becomes all but impossible.

However, current emphases are considered sharply different: 66 percent indicate that there is a great deal of treatment going on, and 28 percent that there is a great deal being done to influence the community.

Less than three in ten believe past counseling efforts and attempts to influence the community have been very successful. Nevertheless, there is recognition of their potential value and overwhelming sentiment for their increased use.

For the offender re-entering society (as practically all do), community acceptance is considered the major problem. It is in this area that correctional personnel, in direct questioning, indicate that they are giving the *least* help to the offender. Little help is being given in other problem areas such as "finding a decent job" and "finding stable family and social relationships." Correctional

personnel are frank to admit that, generally, the more serious the problem, the less effective they have been in finding a solution.

SUGGESTIONS FOR IMPROVING CORRECTIONS

How are programs to be improved? What can be done to improve the current situation? There are a number of strands which can be woven together into the fabric of new programs.

- A majority of correctional workers believe that the community must be more involved in the correctional process.
- A majority do not believe that restraint is incompatible with rehabilitation.
- A plurality support the increased use of probation and parole.

These attitudes lead to strong support for more special community-oriented corrections programs—halfway houses, work release, furloughs. At the same time, there is a recognition that such programs face major difficulties—community acceptance, lack of trained personnel, lack of adequate funds. These are the problems which must be solved before these innovative programs will meet with real success.

One approach to achieving community acceptance and involvement is through the employment of volunteers in the correctional process. This resource appears to be under-utilized. Just over one-third of correctional agencies now have volunteers working for them. In these agencies, there is a positive attitude toward the volunteers and support for their increased use. Where there are currently no volunteers, less than half of the personnel would like to see them used.

Volunteers are considered helpful in providing outside personal contact for offenders and performing routine tasks to relieve overworked professional personnel. Their potential as a catalyst in the process of bringing corrections and the community closer together is recognized in only small measure.

The use of ex-offenders as full-time correctional workers is rejected. Both the failure and the special problems of the correctional system are seen in this rejection. There are complaints, on the one hand, that the ex-offender is a "bad influence," "not reliable or trustworthy," and often "too maladjusted" (i.e., rehabilitation has not been successful). On the other hand, there is a feeling that ex-offenders "are not equipped and lack knowledge" to work in corrections and "would not be trusted by the inmates" (the patient, simply because he has been treated, is not qualified to be the doctor).

When the correctional personnel were asked to suggest changes in correctional programs, they emphasized:

- More community-oriented programs
- More special treatment programs
- Better education and training of staff
- More limited caseloads

What emerges most strongly from these results is this: The feeling that not enough has been accomplished in the past has not generated apathy or cynicism but rather an expectation and readiness to accept change and new programs.

EDUCATION AND TRAINING AS PREPARATION FOR CORRECTIONAL JOBS

The median length of time correctional personnel have been in the field is 8.8 years, ranging from a median of 16.4 years for top and middle administrators to only 4.6 years for functional specialists. Since the median age is 42.8 years, it can be roughly estimated that about half of all correctional personnel were over 30 when they entered corrections. This suggests that much of the education they received was directed toward other fields. Corrections was chosen after other areas had been explored.

Aside from line workers, where over nine in ten have less than a college degree, sizable majorities in each job category have finished college.

Bachelor's degrees are mainly in the fields of sociology, education, and psychology; master's degrees are predominantly in social work, education and psychology. There are some sharp differences by job type and by setting.

Two striking aspects of this picture are: the low level of formal training all groups have had in corrections and criminology; and, for the administrators, the low level of training in business or public administration.

While almost two out of three feel their formal training has been very helpful in preparing them for their current job, there is a clear gap between degree areas and areas which would be most useful in corrections. Administrators believe there should be more formal emphasis on public administration and criminology or corrections, followed by psychology and sociology. Specialists feel more training in psychology would be helpful, followed by sociology and criminology.

Because of the apparent late interest in corrections, in-service training must make up for formal education which was directed, in many cases, toward other areas. Just over half of those interviewed appear to have participated in in-service training programs in the last three years. Over six in ten of these individuals feel these programs have been very helpful.

While both formal education and in-service training programs are considered worth while, work experience is still felt to be the most important element in job preparation and performance.

However, in spite of the reliance on experience, correctional personnel are very willing to see new education and training programs set up and to look to outside resource personnel for their development. Both universities and private industry are felt to have much to contribute to improving correctional procedures and personnel.

Only one in four indicate they are currently going to school or are in a training program. Although there is an expressed willingness to see more training programs set up, clearly more must be done to convert this willingness to actual participation, especially in on-the-job training.

ATTITUDES TOWARD CORRECTIONAL JOB AND AGENCY

If the dissatisfaction with the accomplishments of the correctional field is paralleled by personal discontent with the job, the atmosphere in which positive change can take place will be clouded.

While there are some urgent problems in the job area which require keen attention, correctional personnel generally express a high level of satisfaction with their employment. This satisfaction centers around the feeling that their jobs provide an opportunity for working with

and helping people, for seeing results and watching improvement, and that their work is interesting and challenging.

A positive attitude did not prevent correctional personnel from expressing a number of things they dislike about their jobs. The complaints fall into four basic areas:

- Too much work, inadequate or untrained staff, low budget
- Failure to progress, inability to provide for offenders' needs
- Disorganization, bad communication
- Low pay

Questions designed to measure the gap between specific job needs and the possibility of fulfillment of these needs were asked.

Over all, the need for job security is most satisfied, while a chance for promotion, salary needs, and (except for administrators) an opportunity to influence agency policy are least satisfied.

The problems of slow advancement, relative lack of influence, and low pay are big drawbacks. They suggest that too many correctional personnel feel stymied and ineffective, unable to make their voices heard or unable to move up in the organization. As much as possible, personnel policies should be improved in these areas.

A large majority feel their agency is "flexible and permissive" rather than "strict and unyielding." There is also a sense that personnel have sufficient freedom and opportunity to work independently in their agency and that decisions are usually made at the proper level.

In addition to this positive attitude toward the agency, over eight in ten of supervisory personnel and almost seven in ten of non-supervisory personnel feel that most employees in their setting are doing a good job.

Supervisors also receive positive ratings. They are most highly regarded for keeping their promises, being fair, and backing up their people. They receive the lowest rating for making prompt decisions, letting employees know what is going on, and helping staff members get promotions. As already noted, these last two are job needs which correctional personnel feel are least satisfied in their chosen field.

On balance, there is little doubt that the great majority view their job, their supervisor, and their agency in a favorable light. Over eight in ten (86 percent) are planning to make their careers in corrections. As one would expect, they tend to want to remain within their area of specialization—administrators and supervisors in administration, specialists in treatment, and line workers in the custodial area.

Less than one in six indicate that "many at their level" are leaving the correctional field. The main reasons cited for individuals leaving are economic—"low pay" and "lack of advancement possibilities."

Correctional personnel emerge as highly motivated and dedicated individuals who are dissatisfied with what they have accomplished in helping the offender and who are ready for and open to new programs and procedures. For the most part, they are satisfied with their jobs and agencies. The dim areas in this picture are their discontent with salaries, channels of communication, and, most important, slow advancement procedures. Too often, it appears, they feel blocked by overly bureaucratic organization. If these areas of dissatisfaction are not corrected, the whole picture can eventually deteriorate. Improvement in correctional programs will then become increasingly difficult to achieve.

It should be pointed out that it is extremely difficult to make neat attitudinal divisions between the different occupation groups and between the different settings. Generally on a scale which runs from progressive to conservative, the order would be as follows:

Occupation Groups — Administrators most progressive, supervisors and specialists clustered in the middle, and line workers most conservative.

Settings—Juvenile field agencies most progressive, juvenile institutions and adult field agencies in the middle, and adult institutions most conservative.

But one must treat these positions with a good deal of caution. An individual's attitude is determined by a myriad of factors—job setting, length of service, age, race, sex, education, region of the country, previous experience, family status, and other elements. The relative influence of each of these factors will vary depending on the area of concern being discussed.

The divisions made by occupation and setting provide a rough and useful guide to differential attitudinal positions. It must be realized that the true picture is considerably more complex.

USING THE TABLES IN THIS REPORT

Unless otherwise indicated, the tables in this report are based on the total sample of persons interviewed. Breakdowns of the sample according to occupation, setting, and education are shown above and in the Appendix.

III. ATTITUDES TOWARD THE CRIMINAL JUSTICE SYSTEM

In the preface to a report on the public's attitude toward corrections prepared for the Joint Commission, the following statement was made:

> It is evident from the report that citizens generally are agreed upon what we should be doing with the convicted offender. That is encouraging. However they do not seem to think we are doing a very good job at it. That is disturbing![1]

In this section we will attempt to document an even more disturbing proposition: Correctional personnel themselves do not feel they are doing a very good job in dealing with the convicted offender.

EFFECTIVENESS OF TOTAL CRIMINAL JUSTICE SYSTEM

1. Rating of the total criminal justice system.

	Very effective	Somewhat effective	Hardly effective
	%	%	%
Total	6	70	24
Occupation:			
Administrator	7	72	21
Supervisor	6	68	26
Specialist	5	69	26
Line worker	14	68	18
Education:			
Administrator			
No B.A.	7	78	15
B.A.	7	72	21
M.A.+	6	69	25
Specialist			
No B.A.	13	63	24
B.A.	4	70	26
M.A.+	1	76	23

Each individual was asked:

> "Thinking of the total criminal justice system in this country, from police through corrections, how well would you say the system is doing in dealing with the problems of crime and delinquency?"

Only among line workers do more than one in ten feel the criminal justice system is very effective. In each of the three other occupational groups (top and middle administrators, first-line supervisors, functional specialists), over one in five believes the total system is hardly effective.

The differences by education are also interesting. A sense that the system is ineffective increases with amount of education. Among the specialists, the number who feel the system is very effective declines from 13 percent for those with less than a bachelor's degree to 1 percent for those with a master's degree or higher. For the administrators, the same pattern is repeated but at a different point on the scale: 15 percent of those with less than a bachelor's degree compared with 25 percent of those with a master's degree or higher feel the system is hardly effective.

Observation:

There is a strong undercurrent of dissatisfaction with the accomplishments of the total system, and the degree of dissatisfaction appears to be closely related to degree of education. However, this is an overview. A more functional approach is to look separately at the different elements of the system: how the police, courts, and corrections are rated.

The Police

The police receive a positive rating from over eight in ten of the line workers and about seven in ten from each of the other job groups.

Those working in the adult area (particularly in institutions) give the police higher ratings than do those in the juvenile area (particularly in field settings).

Again, education is an important factor. For both the administrators and specialists, higher approval of the police correlates with lower education.

Observation:

If the criminal justice system is not considered as effective as it might be, correctional personnel appear to place little responsibility for this ineffectiveness on the police. With an almost 70 percent positive rating, they feel the police are doing a good job.

The Courts

The courts do not fare as well as the police.

Uniformly less than half in each occupation group give the courts a positive rating.

2. Rating of the police.

	Positive [1]	Negative [2]
	%	%
Total	69	31
Occupation:		
Administrator	68	32
Supervisor	70	30
Specialist	68	32
Line worker	83	17
Work setting:		
Adult institution	80	20
Juvenile institution	69	31
Adult field	71	29
Juvenile field	60	40
Education:		
Administrator		
No B.A.	87	13
B.A.	66	34
M.A.+	59	41
Specialist		
No B.A.	85	15
B.A.	66	34
M.A.+	55	45

[1] *"Excellent" plus "pretty good" responses.*
[2] *"Only fair" plus "poor" responses.*

Employees in adult institutions give the courts the lowest rating, while those in juvenile field settings give courts the highest rating, just over 50 percent positive.

There are a number of factors which help to explain this low rating. First, when asked whether the courts have been too lenient, too severe, or generally fair in dealing with offenders, only four in ten of the line workers and less than six in ten in the other groups felt they had been generally fair.

The first thing that should be noted in Table 4 is that correctional personnel as a whole are significantly more favorable toward the courts' handling of offenders than the general public, as measured by the survey of public attitudes mentioned earlier, where half said the courts have been too lenient and only three in ten said that courts have been generally fair.

However, clearly a strong minority (a majority among line workers) feel that the courts have not been dispensing

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[1] *The Public Looks at Crime and Corrections* (Washington: Joint Commission on Correctional Manpower and Training, 1968), p. iii.

3. Rating of the courts.

	Positive [1]	Negative [2]
	%	%
Total	46	54
Occupation:		
Administrator	47	53
Supervisor	43	57
Specialist	47	53
Line worker	41	59
Work setting:		
Adult institution	39	61
Juvenile institution	46	54
Adult field	48	52
Juvenile field	51	49

[1] *"Excellent" plus "pretty good" responses.*
[2] *"Only fair" plus "poor" responses.*

justice as equitably as they might. The weight of this opinion falls on the side of too much leniency.

Those working in institutions (particularly in adult institutions) express greater dissatisfaction with the fairness of the courts than do those in the field.

Correctional personnel express generally strong agreement with the proposition that court decisions have gone too far in protecting the rights of the accused. We asked:

> "Some people have said that recent court decisions (particularly the Supreme Court) have gone too far in the direction of protecting the rights of the accused and have not paid enough attention to protecting society. Do you tend to agree with this statement or disagree with it?"

4. How have courts dealt with offenders?

	Courts have been—			
	Too severe	Too lenient	Some too severe, some too lenient	Generally fair
	%	%	%	%
Total	3	24	18	55
Occupation:				
Administrator	3	18	21	58
Supervisor	4	24	15	57
Specialist	4	25	18	53
Line worker	1	35	23	41
Work setting:				
Adult institution	3	30	24	43
Juvenile institution	2	28	20	50
Adult field	4	26	17	53
Juvenile field	3	13	17	67
Education:				
Administrator				
No B.A.	1	35	17	47
B.A.	3	18	23	56
M.A.+	4	8	20	68
Specialist				
No B.A.	1	34	20	45
B.A.	4	23	17	56
M.A.+	7	24	18	51
Adult public [1]	1	52	16	31

[1] The Public Looks at Crime and Corrections *(Washington: Joint Commission on Correctional Manpower and Training, 1968), p. 6. Referred to in subsequent tables by title only.*

Only in the juvenile field setting and among M.A.-level administrators and specialists is there a plurality disagreeing with this statement. In all other groups there is majority support rising to over seven in ten among line workers and in adult institutions.

Observation:

One must be careful not to assume that the dissatisfaction with the courts is an indication that correctional personnel believe offenders should be punished more severely than they are now. Nothing in our data would support this contention. It is much more likely that underlying their attitude is the feeling that an offender cannot be helped unless he actually enters the correctional process. It is also true, as Table 5 indicates, that concern for the protection of society looms large in the attitudes of correctional personnel.

One other factor helps explain the low rating given to the courts. Over all, one in five feel recent judicial decisions have moved the courts too much into the running of correctional agencies.

This feeling is particularly strong in adult institutions. For both specialists and administrators, the more education the less concern there is over the courts becoming too involved in the running of correctional agencies.

The main objections (voiced particularly by administrators and supervisors) were that the courts don't have sufficient background and that they are involving themselves in an area where professionals with the proper expertise should be making the decisions.

5. Have court decisions gone too far in protecting the rights of the accused?

	Yes	No	Not sure
	%	%	%
Total	59	38	3
Occupation:			
Administrator	60	38	2
Supervisor	59	37	4
Specialist	56	41	3
Line worker	75	19	6
Work setting:			
Adult institution	72	25	3
Juvenile institution	61	32	7
Adult field	59	39	2
Juvenile field	47	49	4
Education:			
Administrator			
No B.A.	82	18	*
B.A.	60	37	3
M.A.+	46	52	2
Specialist			
No B.A.	71	27	2
B.A.	54	43	3
M.A.+	44	51	5

**Less than 0.5%.*

Correctional Agencies

The police are given a high positive rating. The courts, because they are felt to be less than completely fair and because they are felt by a sizable minority to be impinging too much on corrections, receive a negative rating.

Where does corrections stand? Each individual was asked to rate probation, institutions, and parole on both the adult and juvenile level. The results indicate a real sense of dissatisfaction with what

6. Have courts moved too much into the running of correctional agencies?

	Yes	No	Not sure
	%	%	%
Total	21	70	9
Occupation:			
Administrator	23	69	8
Supervisor	21	72	7
Specialist	17	73	10
Line worker	30	56	14
Work setting:			
Adult institution	28	62	10
Juvenile institution	19	71	10
Adult field	19	72	9
Juvenile field	17	73	10
Education:			
Administrator			
No B.A.	31	59	10
B.A.	25	67	8
M.A.+	15	79	6
Specialist			
No B.A.	25	56	19
B.A.	17	75	8
M.A.+	9	82	9

is being accomplished in each of these areas.

The first thing that stands out in Table 7 is that no setting receives a positive rating from a majority of correctional personnel. For both administrators and specialists, the rating generally declines as education increases.

Let us examine each setting separately.

Adult Probation—Line workers give a significantly higher positive rating to adult probation than do the other occupation groupings. A slim majority of specialists give adult probation a positive rating.

It is interesting that employees in institutions (particularly those for adults) give a higher rating to adult probation than do adult field personnel who are working in this area.

Adult Institutions—The lowest ratings of any setting are given to adult institutions. Except for line workers, the rating is two to one negative.

Field employees give significantly lower ratings to adult institutions than institutional employees. It should be a matter of some concern that those who must work with the products of the institutional system view it with much lower esteem than those directly involved in these settings.

Adult Parole—This area receives approximately the same rating as adult probation. That the two settings are tied for first place is a result of the high ratings given by line workers.

Adult institution employees do not feel that adult parole is doing as good a job as adult probation. In a sense, this is the mirror image of the low rating adult field employees give to adult institutions.

7. Positive rating[1] of correctional agencies.

	Adult			Juvenile		
	Probation	Institutions	Parole	Probation	Institutions	Parole
	%	%	%	%	%	%
Total	48	32	48	45	37	37
Occupation:						
Administrator	45	31	47	46	41	45
Supervisor	46	33	43	45	37	39
Specialist	52	32	48	43	32	35
Line worker	65	60	58	44	52	44
Work setting:						
Adult institution	63	52	52	47	45	43
Juvenile institution	53	44	45	45	54	45
Adult field	50	27	52	42	30	28
Juvenile field	36	24	38	48	39	42
Education:						
Administrator						
No B.A.	59	53	62	55	52	48
B.A.	42	28	42	43	40	34
M.A.+	38	22	44	43	37	37
Specialist						
No B.A.	68	60	71	50	41	41
B.A.	51	28	44	44	31	36
M.A.+	38	21	37	38	25	25

[1] *"Excellent" plus "pretty good" responses.*

Juvenile Probation—In all occupation groups and all settings, juvenile probation receives a positive rating of about 45 percent.

Juvenile Institutions—Over all, less than four in ten give juvenile institutions a positive rating. Specialists express the least satisfaction with the job being done in this area.

As with adult institutions, institutional employees as a whole give a higher positive rating to juvenile institutions than do field employees.

Juvenile Parole—Over all, this area fares no better than juvenile institutions.

Specialists again give the lowest rating of any occupation group.

As for each of the juvenile settings, adult field employees give the lowest positive rating.

8. Correctional goals most emphasized now.

	Total	Occupation of respondent				Work setting of respondent				Education of respondent					
										Administrator			Specialist		
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field	No B.A.	B.A.	M.A.+	No B.A.	B.A.	M.A.+
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
Adult Institutions															
Punishment	20	22	17	25	8	10	23	20	28	9	24	27	12	25	34
Rehabilitation	42	39	41	40	72	63	43	38	29	55	35	31	62	37	35
Protection of society	34	37	37	30	16	25	23	39	37	31	39	40	17	33	30
Changing society	2	*	2	3	3	2	3	2	2	1	*	*	7	2	*
Not sure	2	2	3	2	1	*	8	1	4	4	2	2	2	3	1
Juvenile Institutions															
Punishment	7	6	8	10	5	5	6	9	7	3	7	6	5	8	23
Rehabilitation	65	65	65	63	65	63	78	60	69	65	65	66	61	65	58
Protection of society	18	22	18	17	11	15	10	20	20	15	23	25	13	19	12
Changing society	4	3	4	5	8	7	6	3	3	8	2	2	7	4	4
Not sure	6	4	5	5	11	10	*	8	1	9	3	1	14	4	3
Adult Field															
Punishment	5	4	5	5	6	4	6	4	8	1	5	6	4	5	1
Rehabilitation	64	67	60	65	61	62	59	70	57	68	67	63	72	62	69
Protection of society	23	23	26	22	15	19	15	24	26	19	23	26	11	24	24
Changing society	5	3	6	4	12	12	7	2	3	8	2	2	6	4	4
Not sure	3	3	3	4	6	3	13	*	6	4	3	3	7	5	2
Juvenile Field															
Punishment	3	1	4	3	6	3	3	3	2	*	2	1	2	3	*
Rehabilitation	74	79	70	75	57	63	78	72	83	69	83	79	67	76	83
Protection of society	13	13	16	12	9	11	10	15	12	11	11	16	10	12	9
Changing society	5	4	5	6	13	11	8	4	3	10	2	3	5	6	7
Not sure	5	3	5	4	15	12	1	6	*	10	2	1	16	3	1

*Less than 0.5%.

Observation:

Aside from line workers, there is essentially a negative consensus in each occupation group, with no setting receiving very favorable ratings.

What one would assume to be a natural inclination to rate positively the setting one works in does not appear to any marked degree in Table 7.

The relatively general agreement on the low level of correctional accomplishments has one strong and positive implication for the field. If progress is to be made, if improvements are to be introduced, there must be a willingness to see change occur. The foundation of this willingness must be a realization that all is not well, that corrections is far from achieving its true potential. Table 7 gives a clear indication that this basic realization exists in strong measure.

GOALS OF CORRECTIONS

The explanation for the low ratings received by correctional agencies is many faceted. Part of this explanation lies in disparities between what are felt to be the current goals of different settings and what correctional goals should be.

For each of the four major settings (adult institutions, juvenile institutions, adult field, juvenile field), each individual was asked which of four basic goals he feels is now most emphasized in that setting and which is next most emphasized. He was then asked which goals *should be* emphasized in corrections. The four goals were:

- Punishing the individual convicted of a crime.
- Rehabilitating the individual so that he might become a productive citizen.
- Protecting society from crimes he might be committing.
- Changing community attitudes and conditions which contribute to crime and delinquency.

In each setting, rehabilitation is currently considered the number one goal. But there are sharp differences, ranging from 42 percent who feel rehabilitation is the goal most emphasized in adult institutions to 74 percent who feel it is the most emphasized goal in juvenile probation and parole.

Adult institutions tend to have a very different profile from the other settings. Over one in three correctional workers feel protection of society is currently the most emphasized goal in these institutions. Among both juvenile and adult field employees and among college-educated administrators, a plurality feel protection of society is actually more emphasized than rehabilitation of the individual. Also, a sizable minority feel that punishment is the prime goal of adult institutions. The proportion rises to 34 percent among specialists with a master's degree or better.

Correctional personnel generally see the other settings as having similar goals, with rehabilitation clearly most emphasized, followed by protection as a poor second. Neither punishment nor changing society is considered a primary goal by more than a very small percentage.

8-A. Correctional goals most emphasized now—primary plus secondary[1].

Goals in correctional settings	Total	Location of respondent: Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%
Adult Institutions:					
Punishment	39	23	37	43	50
Rehabilitation	67	84	64	64	53
Protection of society	75	66	57	79	80
Changing society	14	24	23	11	8
Juvenile Institutions:					
Punishment	17	14	14	21	14
Rehabilitation	84	80	92	79	90
Protection of society	61	49	49	62	71
Changing society	24	36	40	19	21
Adult Field:					
Punishment	12	9	13	10	18
Rehabilitation	88	85	77	94	83
Protection of society	74	48	43	74	63
Changing society	29	49	38	19	25
Juvenile Field:					
Punishment	8	7	8	7	8
Rehabilitation	90	82	93	89	97
Protection of society	55	37	39	64	57
Changing society	34	47	56	25	37

[1] *Percentages represent proportion who felt the particular goal was most emphasized or second most emphasized in a particular setting.*

Observation:

The self-rating of personnel in a particular setting as shown in Table 7 was not significantly more positive than the rating given that setting by others.

But in terms of goals, the picture is somewhat different (Table 8). Without exception, a higher

9. What goal should have primary emphasis in correctional agencies?

	Punishment	Rehabilitation	Protection of society	Changing society
	%	%	%	%
Total	2	69	16	13
Occupation:				
Administrator	2	68	16	14
Supervisor	2	70	16	12
Specialist	2	72	14	12
Line worker	5	79	11	5
Work Setting:				
Adult institution	4	75	13	8
Juvenile institution	5	75	5	15
Adult field	2	64	21	13
Juvenile field	1	74	9	16
Education:				
Administrator				
No B.A.	7	68	16	9
B.A.	1	66	19	14
M.A.+	1	70	12	17
Specialist				
No B.A.	1	74	15	10
B.A.	2	71	16	11
M.A.+	2	74	5	19

9-A. What goals should have primary or secondary emphasis in correctional agencies?

	Punish-ment	Rehabilitation	Protection of society	Changing society
	%	%	%	%
Total	5	95	45	53
Occupation:				
Administrator	5	92	44	52
Supervisor	4	94	45	54
Specialist	5	95	40	57
Line worker	12	98	48	41
Work Setting:				
Adult institution	9	96	44	51
Juvenile institution	8	97	24	69
Adult field	5	95	49	48
Juvenile field	2	97	38	60

Note: Percentages represent proportion of respondents who felt the particular goal should have primary or secondary emphasis in correctional agencies.

proportion of individuals working in a particular setting than of those working outside it feel rehabilitation is the prime goal of that setting.

This suggests a certain interagency skepticism as to what other agencies are actually attempting to accomplish.

Perhaps the most significant aspect of the above data is that in no setting do more than one in 20 feel "changing community attitudes and conditions" is currently the main goal.

In Table 8A the primary goal and the next most important goal are combined as a measure of overall agency emphasis.

With this combination, protection of society emerges as a significant emphasis in each setting, actually taking first place in adult institutions.

Changing community attitudes and conditions cannot do better than a poor third in any setting and finishes a distant fourth in adult institutions.

There is an interesting contrast between institutional personnel and field personnel. In looking at each setting, fewer institutional personnel than field personnel feel protection is emphasized first or second and, conversely, more feel that changing community attitudes and conditions is emphasized.

Observation:

Field personnel, closer to the community than institutional personnel, are less sanguine about what is currently being attempted to influence the community.

Except for adult institutions, what is seen as the current *primary* goal of correctional agencies corresponds closely to what is felt the goal should be.

Rehabilitation is overwhelmingly considered the desired prime goal. Neither protection of society nor changing community attitudes has any significant support as the most important goal, although it is interesting that changing community attitudes is considered increasingly important among administrators and specialists as the amount of education increases.

When the primary goal and the next most important goal are combined, changing community attitudes ends up in second place, ahead of protection of society.

Only among line workers and in adult field settings does protection of society lead changing society.

Generally, workers in the juvenile area appear more interested in changing community attitudes and conditions than workers in the adult area.

Observation:

There is no question that "rehabilitation" is, and will remain, the prime emphasis of correctional agencies.

There is, however, dissatisfaction with the secondary emphasis in most settings. While over one half (53 percent) believe changing community attitudes and conditions should be emphasized first or second, no more than one in three feels this is currently being done in any setting.

It would appear that in this area lies the greatest readiness to accept change.

MOST IMPORTANT CAUSES OF CRIME

Correctional personnel would like to see some shift in goal emphasis toward influencing the community. The reasons why this shift is felt to be necessary became clear when each individual was asked what he feels are the major causes of crime.

The great majority of responses emphasize environmental factors in the origin of criminal behavior – bad environment, poverty, lack of education, broken homes.

The two other major factors mentioned are parental laxness and mental illness. Particularly among line workers and in juvenile institutions, parental laxness is considered important.

It is interesting to compare the responses of correctional personnel and the adult public on this question.

There is a sharp difference between the attitude of correctional personnel and that of the public. Relatively, the public is far more willing to blame parents for the sins of their children and to deny both the importance of mental illness and its own ultimate responsibility for permitting the existence of social conditions in which crime can flourish.

Observation:

Tables 10 and 10A clearly indicate why correctional personnel feel there must be greater emphasis on influencing community attitudes.

10. Why do people become criminals?

		Occupation of respondent				Work setting of respondent			
	Total	Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%	%
Bad environment	45	38	47	47	52	50	45	44	41
Parents too lax	44	46	40	43	55	48	54	38	47
Poverty	35	34	37	38	23	29	30	40	33
Mental illness	29	35	26	29	16	27	24	31	29
Lack of education	25	27	21	24	31	35	18	23	19
Broken homes	23	22	20	26	24	23	31	21	24
Young people have no morals	11	12	11	12	3	4	3	13	16
Alcohol	9	9	12	6	10	15	6	10	2
For kicks	10	8	10	10	10	10	8	9	9
Time of unrest – insecurity	9	11	7	9	2	7	9	7	12
Too much welfare	6	4	8	4	9	7	2	6	3
Unemployment	6	7	5	4	6	5	4	7	5
Drugs	4	3	6	3	6	9	3	4	•
Not enough recreation	4	3	4	5	3	3	6	4	6
Lack of religion	3	4	1	4	2	4	2	3	2

Note: Columns add to more than 100% because some respondents gave more than one answer. •Less than 0.5%.

10-A. Major categories of causes of crime.

	Correctional personnel	Adult public [1]
	%	%
Bad environment, lack of education, broken homes, unemployment...	129	65
Parents too lax	44	59
Mental illness	29	3

Note: Percentages have been obtained by adding all responses that fit into a particular category as a measure of the importance attributed to that general category.

[1] The Public Looks at Crime and Corrections, p. 5.

True rehabilitation requires returning the offender to a supportive environment which can offer him opportunity for growth. The correctional worker must help create such an environment.

The public's unwillingness to accept social responsibility for criminal behavior will make the correctional worker's task that much more difficult. His role must increasingly encompass confrontation, education, and leadership of the public.

TREATMENT VS. ADVOCACY

No one should conclude that correctional personnel wish to turn away from rehabilitation of the offender to advocacy for him in the community. Rather, the data suggest that advocacy – the influencing of the community environment – is an additional, though necessary, task that must be undertaken.

For example, when asked directly whether "an individual's own personality problems or the outside social conditions an individual is raised in are the major causes of most people becoming criminals," both explanations receive about the same level of support.

11. Personality problems vs. social conditions as causes of crime.

	Personality problems	Social conditions	Both equally
	%	%	%
Total	34	31	35
Occupation:			
Administrator	33	31	36
Supervisor	36	31	33
Specialist	34	35	31
Line worker	30	36	34
Work setting:			
Adult institution	35	33	32
Juvenile institution	24	41	35
Adult field	36	28	36
Juvenile field	30	35	35
Education:			
Administrator			
No B.A.	41	24	35
B.A.	29	32	39
M.A.+	32	39	29
Specialist			
No B.A.	30	33	37
B.A.	35	34	31
M.A.+	39	33	28

12. Is treatment or help from the community more important in rehabilitating offenders?

	Treatment	Help from community	Both equally important
	%	%	%
Total	12	6	82
Occupation:			
Administrator	11	6	83
Supervisor	13	6	81
Specialist	11	6	83
Line worker	8	7	85

Even though one might argue that personality problems are, in large part, a result of environmental factors, it is clear from the above table that correctional personnel are not about to ignore individual problems for the sake of reforming the society.

13. Present extent of treatment and efforts to influence the community

	Treatment			Influence community		
	Great deal	Some	Hardly any	Great deal	Some	Hardly any
	%	%	%	%	%	%
Total	66	30	4	28	49	23
Occupation:						
Administrator	71	25	4	31	51	18
Supervisor	68	29	3	25	49	26
Specialist	59	35	6	20	50	30
Line worker	81	17	2	35	41	24
Work setting:						
Adult institution	75	23	2	29	42	29
Juvenile institution	82	16	2	30	47	23
Adult field	61	33	6	28	49	23
Juvenile field	71	28	1	25	55	20
Education:						
Specialist						
No B.A.	67	29	4	37	41	22
B.A.	59	36	5	18	52	30
M.A.+	56	34	10	17	50	33

Both must be emphasized, and in equal measure. This was seen when each respondent was asked:

> "If you had to choose, which course do you feel is more likely to help an offender become a law-abiding citizen – the use of treatment, or of getting help from the community? Or do you feel they are equally important?"

In every group, over eight in ten feel that both treatment (counseling, work training, education, and similar programs) and getting help from the community are equally important, that one without the other means that only half the job is being done.

Observation:

There is really no contradiction between the feeling that rehabilitation of the individual must be the primary goal of corrections and the recognition that treatment and getting help from the community are equally important. The goal question was answered in terms of current correctional potentialities, with full recognition of the immense problems of mov-

ing the public and improving social conditions. Dealing with the problems of the offender in today's world cannot be neglected in an attempt to remake society.

The question on treatment vs. community help, on the other hand, was answered in a context of the best of all possible worlds. If the community were willing, its aid would be considered as important as professional treatment in helping the offender become a law-abiding citizen.

While considered equally important, the current emphases on treatment and obtaining community help are sharply different. Sixty-six percent of the respondents feel there is a great deal of treatment going on. Only 28 percent feel there is a great deal being done to influence the community.

It is interesting that the group most directly involved with the offender in both the areas of treatment and community advocacy – the specialists – feel that less is being done than do administrators, supervisors, and line workers.

While major efforts are being made in treatment, 62 percent of correctional personnel feel that less than half of the offenders they deal with need "intensive individual counseling."

15. How successful have past treatment efforts been?

	Very successful	Somewhat successful	Hardly successful	Not sure
	%	%	%	%
Total	24	61	9	6
Occupation:				
Administrator	26	59	9	6
Supervisor	23	61	10	6
Specialist	19	66	9	6
Line worker	25	61	10	4

Line workers and employees of adult institutions are, relatively, the groups most satisfied with current efforts, but they too express majority support for greater efforts in these areas.

As education increases for administrators and specialists, so does the feeling that more must be done in treatment and influencing the community.

Observation:

Treatment was defined as including counseling, work training, education and other steps. Each of these items is obviously important and more should probably be done with each of them.

However, the data suggest that counseling in particular is a sensitive area, must be handled with some delicacy and must not be over-used. Correctional personnel believe that only a certain proportion of offenders benefit from intensive counseling and that past efforts have not been very successful. Counseling is obviously not considered a panacea, although it is a valuable part of the mix.

14. What proportion of offenders need intensive counseling?

	Less than ¼	¼-½	½-¾	More than ¾	All	Not sure
	%	%	%	%	%	%
Total	23	39	20	12	5	1
Occupation:						
Administrator	25	40	20	10	4	1
Supervisor	23	34	23	12	6	2
Specialist	24	36	21	14	4	1
Line worker	20	35	16	22	4	3
Work setting:						
Adult institution	26	30	20	17	5	2
Juvenile institution	16	29	22	21	11	1
Adult field	24	41	18	10	5	2
Juvenile field	22	37	24	12	3	2

There is surprising agreement in this area among the different occupation groups. By type of agency, only in juvenile institutions do a majority feel that more than half the inmates need intensive individual counseling.

Only one in four feel these counseling efforts have been very successful.

Specialists, in addition to feeling that less has been attempted, are more negative on how successful these counseling attempts have been. Less than one in five feel they have been very successful. For both areas, treatment and influencing the community, there is strong sentiment that more must be done.

PROBLEMS OFFENDER FACES READJUSTING TO SOCIETY

Each corrections official and employee was asked what he felt are "the most serious problems an offender who is put on probation or released from an institution faces in readjusting to society."

Community acceptance is clearly considered the most serious problem the ex-offender faces. Administrators give greater importance to this area than supervisors, specialists, and particularly line workers.

Finding decent employment is considered the second most serious problem, but it and others mentioned are obviously related in certain ways to the problem of community acceptance.

Observation:

The direct mention of "keeping out of trouble" is low. Correctional personnel are obviously not about to view the offender's problems in terms of innate criminal leanings in the individual. There is much greater concern for the difficulties created by a hostile environment.

While community acceptance is the most serious problem, it is also the area where correctional personnel feel they are providing the *least* help to the offender when he returns to the community.

For each of the eight areas of need, less than half the total sample feel corrections is providing enough help to the offender returning to the community. With one exception (finding good medical care), this is the case within *each* occupational group and *each* setting.

16. Should more emphasis be placed on treatment, on influencing the community?

	Treatment	Influencing community
	%	%
Total	85	86
Occupation:		
Administrator	89	91
Supervisor	86	86
Specialist	87	89
Line worker	55	59
Work setting:		
Adult institution	69	75
Juvenile institution	80	86
Adult field	89	86
Juvenile field	93	95
Education:		
Administrator		
No B.A.	81	82
B.A.	92	93
M.A.+	92	94
Specialist		
No B.A.	77	75
B.A.	87	91
M.A.+	96	93

17. What problems does an offender face in readjusting to society?

	Total	Administrator	Supervisor	Specialist	Line worker
	%	%	%	%	%
Being accepted in the community, people looking down on him	56	64	53	56	42
Finding employment	43	42	42	43	36
Self image, feeling of inadequacy	21	21	24	17	13
Family problems	18	18	20	16	19
Returning to same environment	17	14	18	22	18
Finding new friends, meeting old friends	12	12	10	13	17
Adjustment to being free – unable to adjust without supervision	14	14	14	14	20
Changing his value system	12	9	12	14	7
Keeping out of trouble in old environment	9	7	10	12	12
Getting assistance from case workers and parole agencies	8	8	9	7	3
Financial problems	7	5	7	7	10
Being untrained in a skill	6	6	6	6	6
Being accepted by a school	6	6	6	6	3

Note: Columns add to more than 100% as some respondents gave more than one answer.

Less than one in five feel enough help is being provided to increase community acceptance of the offender. Education is a critical determinant of attitude, particularly among the specialists. While almost one in three (31 percent) of those with less than a bachelo.'s degree feel enough is being done, not even one in twenty (3 percent) of those with a master's degree or better feel enough is currently being done.

Observation:

An examination of Tables 17 and 18 gives real substance to the dissatisfaction correctional personnel feel with their accomplishments. The more serious the problem, the less help they feel they are giving to the offender in dealing with the community. "Community acceptance," "finding a decent job," and "finding stable family and social relationships" are at the top of the list of problems and at the bottom of the list of help given.

18. Is corrections providing enough help to the offenders returning to the community?

	Total	Occupation of respondent				Work setting of respondent				Education of respondent					
										Administrator			Specialist		
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field	No B.A.	B.A.	M.A.+	No B.A.	B.A.	M.A.+
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
Enough help provided in:															
Finding good medical care	49	45	50	50	34	33	43	56	52	42	52	42	50	51	47
Going to a school or training program	42	37	41	40	49	40	37	47	38	45	37	32	49	40	27
Having a professional counselor to help	37	32	35	36	48	36	30	41	33	34	35	28	48	36	24
Having mental health services available	36	30	37	37	34	32	36	40	30	37	29	28	43	39	27
Finding a decent place to live	34	33	35	32	39	33	36	37	33	29	35	33	40	33	24
Finding a decent job	32	30	33	27	47	39	25	36	24	38	30	24	47	25	13
Finding stable family and social relations	27	23	30	25	33	27	23	29	22	26	22	22	38	23	21
Being accepted by the community	18	14	20	15	27	22	17	19	12	21	12	11	31	14	3

Note: Columns add to more than 100% as some respondents gave more than one answer.

INFLUENCE ON OFFENDERS

Another indication that correctional personnel feel they are providing inadequate help was seen when each individual was asked who he felt had the greatest influence on someone on probation or parole.

Over all, less than one in three believe the probation or parole officer has the greatest influence on the offender, while four in ten believe the greatest influence is exerted by his family.

Among specialists, administrators, and those working with juveniles in the field, both family and friends are felt to have more influence than field officers.

As education increases among administrators and specialists, the belief that probation and parole officers have the greatest influence declines.

But it is not just in the field setting that the professional is felt to lack primary influence. The same pattern holds in institutions. First let us look at adult institutions.

Except among line workers and employees of adult institutions, other inmates are clearly felt to have the greatest influence on the offender. Correctional officers are thought to have the second greatest impact.

For all groups, those charged with the responsibility for rehabilitation (counselors, chaplains, teachers, psychologists)

19. Who has the greatest influence on a probationer or parolee?

	Total	Occupation of respondent				Work setting of respondent				Education of respondent					
										Administrator			Specialist		
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field	No B.A.	B.A.	M.A.+	No B.A.	B.A.	M.A.+
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
Family	40	45	40	37	30	38	30	40	42	45	45	45	27	39	40
Probation/parole officer	32	29	27	30	35	29	30	37	25	35	27	30	49	27	24
Friends	29	31	26	32	20	22	32	29	33	15	37	34	21	34	32
Employer	7	7	7	7	16	14	12	6	3	17	4	5	17	4	9
Criminals	3	2	3	3	5	4	4	3	1	2	2	2	3	2	6
Police	1	1	2	2	1	1	3	2	1	1	1	•	1	3	1

Note: Columns add to more than 100% as some respondents gave more than one answer. *Less than 0.5%.

20. Who has the greatest influence on an offender in an adult institution?

	Total	Occupation of respondent				Work setting of respondent			
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%	%
Other inmates	48	44	50	53	30	29	38	54	57
Correctional officers	20	21	20	15	38	38	16	19	10
Counselors	15	15	12	15	17	9	20	17	16
Work detail supervisors	12	16	11	10	13	17	9	12	10
Chaplain	5	4	4	5	11	7	11	4	2
Warden	4	4	4	4	6	7	4	4	2
Psychologist	4	4	4	4	4	3	4	6	2
Teacher	3	3	3	4	4	5	6	3	1

Note: Columns add to more than 100% as some respondents gave more than one answer.

are thought to have relatively slight impact.

In juvenile institutions, the line workers known as "cottage parents" edge out other inmates in having the greatest impact on the confined offender.

Supervisors, specialists, and those working in field settings consider that the influence of other inmates is slightly more important than the influence of cottage parents. In no group are the professionals though to have much influence.

Observation:

There is a certain inevitability to these findings. When an inmate is surrounded constantly by hundreds and often thousands of other offenders, when his activities are guided from morning to night by correctional officers, work detail supervisors, or cottage parents, and when his contact with professionals in an institutional or field setting is limited, owing to inadequate staffing, or unsatisfactory because of untrained staff, the patterns of influence suggested in Tables 20 and 21 are very likely to result.

RESTRAINT AND REHABILITATION

What can be done to improve this situation? How can correctional programs be improved to provide better help to the offender?

First, let us eliminate one possible solution. Correctional personnel are not willing to close down institutions to improve the possibility of offender rehabilitation. Each respondent was asked:

> "Some people have said that the restraint of offenders—their custody, control, and containment—is incompatible with the attempt to rehabilitate them (trying to change offenders into law-abiding citizens) and that restraint makes rehabilitation more difficult. Do you tend to agree with this claim that restraint makes rehabilitation more difficult, or do you disagree with it?"

While there is strong minority support by over one in three, the claim that restraint makes rehabilitation more difficult is rejected by a majority in each occupation group and in each setting.

Clearly, most correctional personnel see some "custody, control, and containment" as helpful in the process of rehabilitation. At the same time, a plurality feel that greater use should be made of probation and parole. And, overworked though they may be, support for more probation and parole is strongest among those in field settings.

Top administrators show the highest interest in the increased use of probation and parole, line workers the least interest.

21. Who has the greatest influence on an inmate in a juvenile institution?

	Total	Occupation of respondent				Work setting of respondent			
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%	%
Cottage parent	39	50	37	33	34	42	48	38	36
Other inmates	37	33	39	42	29	27	27	43	40
Counselors	20	18	18	22	20	15	21	20	26
Teacher	6	6	4	6	8	8	14	6	2
Chaplain	3	2	3	2	11	5	4	2	2
Psychologist	2	1	3	2	3	1	1	3	2
Superintendent	2	1	2	2	6	3	3	3	*

Note: Columns add to more than 100% as some respondents gave more than one answer. **Less than 0.5%.*

Over 60 percent of the administrators with a bachelor's degree or better would like to see more use of probation and parole, but only 38 percent of those with less than a bachelor's degree share this sentiment.

Among specialists the same pattern exists, except that a strong interest in more probation and parole appears only among specialists at the master's degree level.

Back of the support for increased use of probation and parole are the beliefs, expressed in interviews, that "incarceration does not rehabilitate" (18 percent), that being in the community "provides a better setting for counseling" (17 percent), and "helps the individual to deal with reality" (15 percent).

22. Does restraint make rehabilitation more difficult?

	Yes	No	Not sure
	%	%	%
Total	36	56	8
Occupation:			
Administrator	39	53	8
Supervisor	30	62	8
Specialist	37	55	8
Line worker	32	61	7
Work setting:			
Adult institution	37	56	7
Juvenile institution	34	59	7
Adult field	36	56	8
Juvenile field	33	59	8

Those who feel current levels are adequate believe that "those who deserve it are getting it" (20 percent) and that "some offenders need the institutional setting" (12 percent).

The 8 percent of correctional personnel who believe probation and parole should be used less feel that "too many are released who are not ready" (7 percent) and "more attention should be given to protection of the community" (4 percent).

Observation:

In the survey of public attitudes, only 20 percent were in favor of an increased use of parole and almost as many (14 percent) would like to see its use reduced. Probation was rarely seen as the best course for dealing with an offender, particularly an adult offender.

As in so many other areas, correctional personnel must make a strong effort to convince the public that these programs are in the best interest of the whole community.

23. How much use should be made of probation and parole?

	More	Less	About right now	Not sure
	%	%	%	%
Total	49	8	39	4
Occupation:				
Administrator	57	6	33	4
Supervisor	49	8	40	3
Functional specialist	45	11	41	4
Line worker	28	9	56	7
Work setting:				
Adult institution	42	8	44	6
Juvenile institution	41	9	43	7
Adult field	51	9	37	3
Juvenile field	53	5	38	4
Education:				
Administrator				
No B.A.	38	10	48	4
B.A.	61	4	31	4
M.A.+	63	6	27	4
Specialist				
No B.A.	38	7	47	8
B.A.	41	13	42	4
M.A.+	61	6	29	4
Adult public [1]	20	14	49	17

[1] The Public Looks at Crime and Corrections, *p. 9. Relates to parole only.*

COMMUNITY-BASED CORRECTIONAL PROGRAMS

There are multiple strands in the attitudes of correctional personnel: a desire to increase community involvement, support for more intensive use of probation and parole, a belief that restraint is not incompatible with rehabilitation. These strands are woven into a positive attitude toward special community-based correctional programs – halfway houses, work release, furloughs, and other such programs.

Over all, almost nine in ten (86 percent) would like to see greater use of special community-based programs. All were asked:

"Would you like to see more halfway houses and other special community-oriented correction programs set up, or don't you think this is likely to accomplish very much?"

In every group there is strong support for more community-oriented corrections programs, ranging from 74 percent among line workers to 89 percent among supervisors, and from 80 percent in adult institutions to 94 percent in juvenile field settings. Interest increases with education for administrators and specialists.

24. Do you favor more use of special community-oriented corrections programs?

	Yes
	%
Total	86
Occupation:	
Administrator	88
Supervisor	89
Specialist	87
Line worker	74
Work setting:	
Adult institution	80
Juvenile institution	86
Adult field	84
Juvenile field	94
Education:	
Administrator	
No B.A.	74
B.A.	84
M.A.+	94
Specialist	
No B.A.	69
B.A.	83
M.A.+	93

Over all, less than three in ten feel these programs have been very successful. Specialists as a group express the lowest degree of satisfaction with what has been accomplished.

The proportion of correctional personnel who feel that community-based programs have been very successful (27 percent) is larger, but only slightly larger, than the proportion who feel that treatment has been very successful (24 percent, as shown in Table 15).

When each respondent was asked for the most important problems facing special community-oriented programs, the spectre of community hostility loomed large.

In every group except line workers, a majority feels community acceptance will be a problem. This view is held particularly by those working in field settings.

But the problems involve the correctional as well as the outside community. Significant are the complaints of a lack of trained personnel to deal with the special character of these problems. Personnel in field settings, particularly in juvenile agencies, are most concerned about these problems, while personnel in adult institutions are least concerned about them.

Observation:

The necessity of influencing the community, of creating a helpful environment for the offender, is going to involve more than a confrontation with an apathetic and sluggish public. Particularly if the correctional program enters the community in a formal way (through halfway houses, work release, and the like), the indifference of the public can easily turn into overt hostility. For in dealing with the offender, most people think in terms of the threat he might pose to order and decency and not of their own strength and resources which might help the offender.

25. How successful have special community-oriented corrections programs been?

	Total	Administrator	Supervisor	Specialist	Line worker
	%	%	%	%	%
Very successful	27	30	30	23	29
Somewhat successful	54	54	51	60	48
Hardly successful	7	6	9	6	7
Not sure	12	10	10	11	16

Perhaps community-oriented programs represent the future of corrections. Certainly their potential is highly regarded. But past efforts in setting up community-related programs are not felt by correctional personnel to have been notably successful.

A great deal of preparatory work must be undertaken in a community before this type of correctional rehabilitation program will be accepted. Correctional personnel must learn the techniques that will win community approval.

But how much more destructive it can be for all involved if the community is behind a program and the program fails because there

26. What are the biggest problems facing special community-based programs?

	Total	Occupation of respondent				Work setting of respondent			
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%	%
Community acceptance	58	63	60	56	32	44	53	61	65
Lack of trained personnel	37	42	35	36	16	28	32	36	45
Lack of funds	32	34	33	33	11	19	28	35	38
Need to improve screening of offenders in program	7	6	5	8	10	10	3	7	5
Offenders don't cooperate	8	7	6	9	6	7	5	10	5
Providing job opportunities	8	7	11	8	8	13	6	6	6
Getting offenders to live by rules	6	5	4	7	9	8	7	5	3
Lack of adequate housing	5	6	4	4	9	8	8	2	5
Inadequate training program	8	8	6	7	9	6	10	8	9

Note: Columns add to more than 100% as some respondents gave more than one answer.

are insufficient personnel or because personnel are not properly trained to deal with the special problems the offender will face. And how much more difficult it will be to begin again. The second time around, the public can, with an easy conscience, point a finger at failure and say "not again."

Those working in corrections appear to be aware of these problems – that both they and the community must be thoroughly prepared before these innovative programs can succeed.

SELF-HELP PROGRAMS

In addition to support for community-oriented corrections programs, there is general agreement (expressed by 90 percent of correctional personnel interviewed) that self-help programs like Alcoholics Anonymous and Narcotics Anonymous can make a real contribution to the rehabilitation of offenders.

About one in three feel these programs have been very successful in helping individuals straighten themselves out.

27. How successful have self-help programs been?

	Total	Administrator	Supervisor	Specialist	Line worker
	%	%	%	%	%
Very successful	32	31	32	27	29
Somewhat successful	55	57	54	59	50
Hardly successful	8	6	8	10	14
Not sure	5	6	6	4	7

Observation:

While self-help programs are not viewed as having been overwhelmingly successful, there is clearly a willingness to see them tried in correctional efforts.

This is still another indication of the dissatisfaction with current accomplishments and the readiness to accept and experiment with new procedures.

VOLUNTEERS IN CORRECTIONS

An often repeated theme occurs in much of today's correctional thinking and planning – the theme of greater community understanding and involvement in the process of rehabilitating offenders. But this raises the fundamental question of how increased public participation in the correctional effort is to be brought about.

One possible path to including the public in correctional work is through the use of volunteers. Aside from helping to relieve overworked staff and providing personal non-professional contact with the offender, the volunteer can serve in an important way as a mediator and common bond between correctional personnel and the community. Through him a dialogue can begin, mutual fears and suspicions can be exposed and dispelled, the two sides can be drawn closer together.

In the study of public attitudes, a sizable portion of the public expressed a willingness to volunteer to work in corrections *if they were asked*.[2] Let us examine now the other side of the coin – how ready correctional personnel are to accept volunteers and what advantages and disadvantages they see in using such workers.

First, how much are volunteers currently involved in correctional agencies?

In all, just over one-third of the correctional personnel report that volunteers are currently used in their agencies. The use of volunteers appears to be significantly higher in the juvenile than in the adult area, dwindling to one in four in adult field settings.

28. Are volunteers working in your agency?

	Yes	No	Not sure
	%	%	%
Total	36	59	5
Work setting:			
Adult institution	41	47	12
Juvenile institution	55	38	7
Adult field	24	74	2
Juvenile field	51	46	3

Observation:

It is clear that volunteers are hardly being over-utilized in the correctional process. There is vast room for increased use.

Particularly discouraging is the fact that in adult field agencies, where the greatest number of offenders are in contact with the community, volunteers (and hence the community) are least involved.

In those agencies which do have volunteers, half of the correctional personnel feel they are very helpful.

29. How helpful are volunteers?

	Very helpful	Somewhat helpful	Hardly helpful
	%	%	%
Total	50	43	7
Occupation:			
Administrator	58	39	3
Supervisor	43	47	10
Specialist	45	46	9
Line worker	56	39	5
Work setting:			
Adult institution	54	39	7
Juvenile institution	50	41	9
Adult field	49	40	11
Juvenile field	47	50	3
Education:			
Administrator			
No B.A.	58	42	–
B.A.	58	38	4
M.A.+	55	39	5
Specialist			
No B.A.	56	43	1
B.A.	44	45	11
M.A.+	41	51	8

[2] *The Public Looks at Crime and Corrections*, p. 18.

30. *Why are volunteers helpful or not helpful?*

	Total	Occupation of respondent				Work setting of respondent			
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%	%
WHY HELPFUL:									
Give personal attention to offender	16	16	12	12	35	24	17	16	9
Save staff time by doing routine work	16	16	18	15	2	2	5	21	23
Involve outside community with agency	15	17	11	13	8	15	12	18	14
Provide services which wouldn't be done otherwise	14	15	18	15	14	13	18	11	18
Do good work if utilized correctly	11	13	8	11	8	6	11	9	15
Supply enthusiasm and a fresh outlook	8	8	12	8	10	13	10	4	8
Do a good job because they want to help	5	5	5	3	8	6	6	3	6
WHY NOT HELPFUL:									
Lack training	12	13	12	9	6	11	13	12	13
Don't have time to accomplish much	6	6	7	5	5	6	4	4	8

Note: Columns add to more than 100% because some respondents gave more than one answer.

There is generally the same level of approval of volunteers from agency to agency, with institutions being slightly more positive than field settings.

By occupation, administrators and line workers give higher praise to the volunteers than do supervisors or specialists. It is interesting that approval of the job done by volunteers decreases among specialists as education increases.

The reasons why volunteers are felt to be helpful (or not helpful) reveal the wide range of services they can provide.

Given equal weight are the "personal attention" volunteers give to offenders, the saving of staff time "by doing routine work," "involving the outside community with the agency," and "providing services which otherwise wouldn't be done."

Line workers, who have the greatest contact with inmates, show the strongest appreciation of the benefits of the personal attention volunteers can provide.

The negative items which would seem to be important—"lacking training" and "not given enough time to accomplish much"—were mentioned by only a small percentage.

Observation:

It is not encouraging that those working in field settings see volunteers as providing the greatest help in the area of routine clerical work. While this assistance is certainly important and indeed essential for overworked probation and parole officers, it does not begin to take advantage of the range of services volunteers can provide.

Whether or not volunteers were used in his agency, each respondent was asked in what kinds of jobs he feels volunteers could be used most effectively.

"Providing personal relationships" is considered the most effective job volunteers can perform, followed by tutoring (mainly in institutions) and by recreational work (particularly in juvenile institutions).

If "clerical" and "non-professional" work were combined, this routine category would be number one. The potentially important role of "broadening understanding between corrections and the community" is not considered very important by the correctional personnel.

It should also be noted that 30 percent in adult institutions and 20 percent in adult field agencies feel there is *no* job volunteers can perform effectively.

The disadvantages are seen mainly in terms of too many volunteers being "unqualified" and "lacking experience."

Those in field settings, more than those in institutions, feel too many volunteers are unqualified and to some extent that their supervision is too time-consuming. This last item is an important concern of the administrators.

Observation:

Table 32 puts a somewhat different perspective on the negative attitude of adult field agencies toward volunteers.

In the field settings the workloads are heaviest and the professionals are most burdened with paper work.

They feel that many volunteers are unqualified to deal with the special problems they have and that there is neither the time nor the manpower to train and supervise volunteers adequately. If they use them at all, then, it is often to help relieve the heavy load of routine work they are carrying.

Probably the best test of the attitude of correctional personnel toward volunteers came when individuals in agencies where volunteers are currently used were asked whether they would like more volunteers, and individuals in agencies where there were no volunteers were asked whether they would like to see them used.

First let us look at agencies where there are now volunteers.

31. *How can volunteers be used most effectively?*

	Total	Occupation of respondent				Work setting of respondent			
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%	%
Providing personal relationship	25	28	25	22	14	20	24	24	30
Tutoring and education	21	27	24	19	21	34	27	14	22
Recreational work	20	25	20	16	26	20	61	10	23
Pre-release preparation for job and home placement	16	16	13	17	6	11	2	21	17
Clerical work	16	13	16	18	1	3	4	23	18
Non-professional work	10	10	11	10	*	3	4	11	15
Broaden understanding between corrections and community	10	11	10	7	6	7	6	12	10
Providing transportation	7	8	10	6	1	1	4	6	15
Religion	5	8	4	4	14	15	12	1	2
No job	17	15	19	20	26	30	6	20	6

Note: Columns add to more than 100% because some respondents gave more than one answer. *Less than 0.5%.

32. What are the disadvantages of using volunteers?

	Total	Occupation of respondent				Work setting of respondent			
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%	%
Too many unqualified people	20	22	18	18	9	14	14	23	20
Lack of experience	18	14	19	21	12	17	17	20	16
Misunderstanding of problems	11	10	13	12	13	12	16	12	11
Orientation and supervision too time-consuming	11	16	9	9	2	4	8	11	17
Security problems	9	9	8	10	14	18	7	5	6
Tend to exceed limit of their authority	7	8	7	6	6	5	5	8	8
Offenders take advantage of them	5	4	4	5	10	12	2	3	2
Volunteers not objective enough	5	6	5	3	5	4	2	6	7

Note: Columns do not add to 100% because some respondents gave more than one answer.

The favorable attitude toward volunteers in agencies where they are now being used shows solid support for increased use. Administrators show the highest interest in having more volunteers, while line workers, in spite of the positive rating they give to volunteers, show the lowest interest.

33. Would you like to see more volunteers used in your agency?
(Base: Have volunteers in agency = 36%)

	Yes
	%
Total	65
Occupation:	
Administrator	71
Supervisor	60
Specialist	62
Line worker	42
Work setting:	
Adult institution	51
Juvenile institution	71
Adult field	63
Juvenile field	73
Education:	
Administrator	
No B.A.	58
B.A.	74
M.A.+	78
Specialist	
No B.A.	39
B.A.	67
M.A.+	64

As education increases for both administrators and specialists, so does the desire to see greater numbers of volunteers employed.

Juvenile agencies, both field and institutions, would most like to see more volunteers used. Increased use in adult institutions is favored by no more than half of the personnel, the lowest level of support in any setting.

When agencies which do not now have volunteers were probed, a picture much less favorable emerged.

In juvenile settings where there are no volunteers, a bare majority would like to see them used. Only 44 percent show interest in volunteers in adult field agencies and support drops to 26 percent in adult institutions.

Line workers are quite opposed to the use of volunteers, and no occupational group has a majority in favor of their use. Only a slight plurality of administrators in the "volunteerless" agencies would like to see them used.

Observation:

Where volunteers are being used, there appears to be solid approval of the job they have done and strong interest in seeing their number expanded.

Where volunteers are not being used—and this is in the majority of agencies—there is resistance to their introduction into the correctional process.

While many correctional personnel recognize the benefits of the personal outside contact that volunteers bring to offenders, the role they can play in tying the agency and the community together appears to be recognized and exploited to only a minimal extent.

Volunteers are used in a variety of jobs but, particularly in field agencies, the emphasis appears to be on the performance of routine tasks. They tend to be criticized most frequently for being unqualified and lacking experience.

Part of the problem may be that corrections has rarely gone out and sought the kind of volunteers it wanted. Rather, it has tended to accept those who have come on their own.

On balance, the picture is mixed, with just about 50 percent of correctional personnel interested in the increased use of volunteers.

If this community resource is to be tapped more effectively, it is clear that not only must the volunteer come to expect a rewarding experience in a correctional agency, but also corrections must learn to appreciate the real value volunteers can offer.

USE OF THE EX-OFFENDER

The prospect of using ex-offenders as full-time correctional workers is rejected by 50 percent, with 15 percent "not sure."

34. Would you like to see volunteers used in your agency?
(Base: Do not have volunteers in agency = 59%)

	Would like to see	Would not like to see	Not sure
	%	%	%
Total	41	49	10
Occupation:			
Administrator	46	42	12
Supervisor	40	53	7
Specialist	42	46	12
Line worker	21	62	17
Work setting:			
Adult institution	26	62	12
Juvenile institution	51	36	13
Adult field	44	46	10
Juvenile field	52	38	10
Education:			
Administrator			
No B.A.	36	56	8
B.A.	46	44	10
M.A.+	52	30	18
Specialist			
No B.A.	23	58	19
B.A.	45	45	10
M.A.+	52	36	12

35. *Is hiring ex-offenders as full-time correctional workers in your agency a good idea?*

	Good idea	Not good idea	Not sure
	%	%	%
Total	35	50	15
Occupation:			
Administrator	35	48	17
Supervisor	36	51	13
Specialist	38	47	15
Line worker	14	77	9
Work setting:			
Adult institution	24	69	7
Juvenile institution	49	32	19
Adult field	35	50	15
Juvenile field	40	37	23
Education:			
Administrator			
No B.A.	22	69	9
B.A.	36	45	19
M.A.+	40	39	21
Specialist			
No B.A.	27	59	14
B.A.	40	46	14
M.A.+	43	41	16

Workers in both juvenile settings manage a plurality in favor of the hiring of ex-offenders. Workers in adult settings, particularly in institutions, roundly reject the idea.

No occupation group shows much support for the use of ex-offenders in their agency. Line workers are strongly against the idea.

More education correlates with a greater acceptance of ex-offenders, but even among those with a master's degree or better, support is hardly overwhelming.

Each individual was asked why he felt the hiring of ex-offenders is or is not a good idea.

The reason cited most often for supporting the use of ex-offenders in the correctional process is that they can empathize with the offender and establish better rapport with him because of their common experience. This reason is particularly important for specialists and for those working in juvenile settings.

There also appears to be a readiness to accept the ex-offender if he is "professionally qualified and knowledgeable." But this positive item carries a cautionary note: the ex-offender must meet professional standards if he is to qualify. His first-hand experience of the correctional process is not enough by itself to gain him admittance to the field.

The factors cited against the use of ex-offenders reveal in part the failure of the correctional system and in part the special problems of the field. The failure appears when correctional personnel say ex-offenders would be a "bad influence," that they are "not reliable or trustworthy," that they are "too maladjusted," and that they present a "security risk." The special problems appear in the responses that ex-offenders are "not equipped and lack knowledge" and "would not be trusted by the inmates."

36. *Reason for position on hiring ex-offenders.*

	Total	Occupation of respondent				Work setting of respondent			
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%	%
GOOD IDEA:									
Able to relate and empathize, speak same language	20	20	20	26	6	12	32	21	26
If professionally qualified and knowledgeable	17	17	17	15	7	9	22	16	23
More accepted because of first-hand experience	10	9	10	13	6	8	27	8	12
Depends on nature of offense	7	7	8	8	2	3	3	6	12
NOT GOOD IDEA:									
Bad influence, bad example	13	13	13	12	28	23	17	11	9
Not equipped, lack knowledge	10	11	9	8	8	7	4	12	11
Not reliable or trustworthy	9	7	11	6	19	15	1	9	6
Too maladjusted	9	8	11	7	11	10	10	8	9
Won't be trusted by inmates	7	6	6	9	18	16	7	6	2
Too harsh or permissive	7	5	7	7	14	13	4	6	3
Security risk involved	7	6	9	4	4	4	1	9	6

Note: Columns add to more than 100% as some respondents gave more than one answer.

Another aspect of the problem appeared when each respondent was asked:

"Some people have said that by hiring ex-offenders as full-time correctional workers, the standards of the correctional profession will be lowered. Do you feel this is a problem or not?"

37. *Will hiring ex-offenders lower standards in the correctional profession?*

	Yes	No	Not sure
	%	%	%
Total	42	48	10
Occupation:			
Administrator	41	49	10
Supervisor	44	45	11
Specialist	37	53	10
Line worker	56	32	12
Work setting:			
Adult institution	51	41	8
Juvenile institution	23	65	12
Adult field	46	44	10
Juvenile field	30	58	12
Education:			
Administrator			
No B.A.	55	34	11
B.A.	40	51	9
M.A.+	28	60	12
Specialist			
No B.A.	56	37	7
B.A.	31	57	12
M.A.+	32	63	5

Over all, only 48 percent feel with any certainty that the hiring of ex-offenders will *not* lower the standards of the correctional profession.

Line workers, in particular, are concerned about this problem. Workers in adult agencies, significantly more than juvenile agencies, believe standards would be lowered.

Observation:

The problem of standards posed by the use of ex-offenders as full-time correctional workers is basically twofold.

First, there is a genuine belief that the correctional job is not a simple one, that special skills and knowledge are necessary to work successfully with the offender. These skills and knowledge are not gained simply by serving time, and consequently ex-offenders are not equipped to be correctional workers.

Second, for some the use of ex-offenders implies a threat to the prestige and security of correctional personnel. This is indicated quite clearly by the higher concern over standards expressed by administrators and specialists with less than a bachelor's degree.

Many of these respondents were disturbed by the idea that the offender could develop the skills to help others. Somehow, it seemed to demean their profession.

Perhaps more clearly than anywhere else in the survey, correctional personnel expressed

their dissatisfaction with their own accomplishment in their negative reaction to the employment of ex-offenders. Rehabilitation, they seem to be saying, has not been successful. We do not turn out a whole man. The ex-offender may be the next offender and we cannot trust him as we do one another.

CHANGES TO IMPROVE CORRECTIONAL PROGRAMS

Let us close this section of the report with a look at the suggestions offered for improving correctional programs. Each respondent was asked:

"If you could make any changes you wanted to improve correctional programs in your agency, what would you change first? What new programs would you want to set up?"

It should first be pointed out that of the almost 1,900 individuals interviewed, practically everyone had suggestions to make.

The major suggestions call for an increase in community-oriented programs (mentioned particularly by those in field settings), an increase in special treatment programs and counseling (including psychiatric facilities and group therapy), and better vocational training programs.

Practically as important as these calls for new and better programs is the emphasis on improved training of personnel, the need for new staff, and a reduction of caseloads. The caseload problem is felt to be more severe in field settings, especially adult settings, than in institutions.

An interest in more psychiatric facilities is stronger in field settings; an interest in expanded vocational training programs stronger in institutions.

One other area where real improvement is felt to be needed (pointed up in direct questioning) is that of cooperation by the police, the courts, and corrections. While such cooperation appears to be a vital element in the success of rehabilitation and prevention programs, only one-third of those interviewed felt there is currently a "great deal" of cooperation by the three agencies.

It was strongly felt that there is need for a better understanding of each other, for a clarification of goals and roles, and for more mutual discussion and coordination.

38. What improvements would you like to see made in correctional programs?

	Total	Occupation of respondent				Work setting of respondent			
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%	%
More community-oriented programs, halfway houses	27	28	29	29	6	13	19	30	38
More special treatment programs, intensive care and counseling	22	25	21	22	9	23	18	20	26
Improve education and training of staff	21	26	18	22	14	18	16	21	21
More limited caseloads	19	19	16	23	2	3	9	28	16
Expanded vocational training programs	16	18	15	18	20	31	19	12	14
More psychiatric facilities, group therapy	17	18	15	17	9	12	6	21	16
More personnel needed	16	19	15	14	9	10	14	15	20
More service for job placement	9	7	8	12	6	10	7	10	8
Increase total education program of agency	8	9	6	10	12	15	9	6	7
Improve community understanding	6	7	6	7	5	4	4	6	9
More evaluation and research	6	6	7	5	4	5	5	7	5
More effective use of probation and parole	7	7	6	7	5	5	4	10	5
More emphasis on family counseling	6	5	9	6	1	1	5	6	11

Note: Columns add to more than 100% as some respondents gave more than one answer.

Observation:

While there are different concerns and emphases from group to group and from setting to setting, the breadth of innovation which correctional personnel seem prepared to undertake is impressive.

The feeling that not enough has been accomplished in the past has not produced apathy and defensiveness but rather an expectation and readiness to accept change.

IV. CHARACTERISTICS OF PERSONNEL-EDUCATION AND TRAINING AS PREPARATION FOR CURRENT JOBS

Among the basic questions that the Joint Commission must attempt to answer are the following: How can an individual be properly trained to work in corrections? What is the best kind of education for this field? What courses should be studied? What kinds of backgrounds are most useful? What are the most fruitful ways of providing meaningful in-service and on-the-job training?

These are difficult and comprehensive questions which this study makes no direct attempt to answer. What has been attempted here is to sketch in the experiential and educational background of correctional personnel; to identify areas they feel have been useful in preparing them for the work they are doing; and to examine their receptivity to the introduction of new training methods, particularly those which might be offered by universities and private industry. It is hoped that this information can point the way toward answers to the basic questions.

It should be noted that, however incomplete this data might be, it represents a major step forward, for there has been an embarrassing lack of consistent and usable knowledge in this area.

A PROFILE OF CORRECTIONAL WORKERS

First, let us look at some of the background characteristics of correctional personnel. Tables 39-41 draw a demographic profile of correctional workers.[1]

[1]The "Total" column on the demographic tables should be read with extreme caution, remembering that each occupation group has been given equal weight. (See Appendix.)

Sex and Age

The great majority of personnel working in corrections are male. Only in juvenile institutions does the female proportion rise to 30 percent.

39. Sex of correctional personnel.

	Male	Female
	%	%
Total	88	12
Occupation:		
Administrator	95	5
Supervisor	83	17
Specialist	84	16
Line worker	88	12
Work setting:		
Adult institution	94	6
Juvenile institution	69	31
Adult field	91	9
Juvenile field	78	22

Observation:
The sex ratio reflects the fact that the vast majority of offenders are male. It also points up the fact that women are under-utilized in corrections, particularly in the adult area.

As one would expect, there are sharp age differences by type of job and setting. In each group, however, a majority of employees are less than 50 years old, the median age being 42.8.

Administrators tend to be older than the average. With 44 percent being 50 years of age or over, the median age is 46.2 years. Specialists are younger than the agerage, with only 20 percent over 50 years of age and 42 percent under 35. Their median age is 37.2 years. For both administrators and specialists, the highest median age is found among those with the least education.

40. Age of correctional personnel.

	Under 35	35 to 49	50 to 64	65 and over	Median years
	%	%	%	%	%
Total	25	45	29	1	42.8
Occupation:					
Administrator	10	46	42	2	46.2
Supervisor	19	49	32	–	40.4
Specialist	42	38	20	–	37.2
Line worker	29	46	25	–	40.8
Work setting:					
Adult institution	21	42	36	1	43.3
Juvenile institution	27	46	25	2	41.5
Adult field	19	49	31	1	40.4
Juvenile field	35	40	23	2	39.6
Education:					
Administrator					
No B.A.	5	40	50	5	50.4
B.A.	15	49	35	1	44.7
M.A.+	8	44	46	2	48.3
Specialist					
No B.A.	21	40	36	3	44.9
B.A.	49	35	16	–	34.4
M.A.+	37	43	17	3	38.5

Personnel working in institutions have a slightly higher median age than those in field settings, with relatively the largest proportion of the under-35 group found in juvenile probation and parole.

Race

Negroes represent a higher proportion of correctional personnel working in the juvenile area (particularly in juvenile institutions) than in the adult area. Adult institutions appear to have the smallest percentage of Negro employees.

41. Race of correctional personnel.

	White	Negro	Other
	%	%	%
Total	92	8	*
Occupation:			
Administrator	97	3	*
Supervisor	93	7	*
Specialist	85	14	1
Line worker	91	9	–
Work setting:			
Adult institution	97	3	*
Juvenile institution	79	21	–
Adult field	92	7	1
Juvenile field	88	11	1

*Less than 0.5%.

Negroes represent a higher proportion of non-supervisory personnel (specialists and line workers) than of supervisory personnel (administrators and supervisors). Currently, less than one in 20 top or middle administrators is black.

Observation:

Data on the racial characteristics of offenders are sketchy at best. Those available suggest that Negroes represent a significantly higher proportion of the offender population than they do of the correctional personnel population.

This is a situation which should be changed, particularly in terms of the developing sense of positive black identity among Negroes. It is clear that, in many cases, Negro offenders are more likely to respond to the leadership and guidance of other Negroes than they are to whites. Black correctional personnel can provide a strong incentive for rehabilitation and a favorable model of success for many Negro offenders.

LENGTH OF TIME IN CORRECTIONS

The median length of time personnel have been working in corrections is 8.8 years. The range is from a median of 16.4 years for administrators to only 4.6 years for specialists. Particularly in the specialist group, those with the least education have been in the field the longest time.

42. Number of years personnel have been employed in corrections.

	3 or less	4-5	6-10	10 or more	Median years
	%	%	%	%	%
Total	20	10	23	47	8.8
Occupation:					
Administrator	5	5	16	74	16.4
Supervisor	5	8	30	57	11.4
Specialist	38	15	24	23	4.6
Line worker	29	11	25	35	7.0
Work setting:					
Adult institution	20	10	22	48	9.5
Juvenile institution	29	10	24	37	7.3
Adult field	13	8	21	58	12.0
Juvenile field	19	12	26	43	8.8
Education:					
Administrator					
No B.A.	4	2	14	80	17.5
B.A.	6	5	14	75	16.4
M.A.+	5	6	19	70	16.1
Specialist					
No B.A.	28	16	20	36	8.0
B.A.	40	14	24	22	4.4
M.A.+	36	16	26	22	4.8

Median length of service is highest in adult field settings followed by adult institutions, juvenile field agencies, and finally juvenile institutions.

Observation:

If median years of service is subtracted from median age, a rough estimate is obtained of the median starting age in corrections. About half of those now working in corrections began when they were over 30 years of age. In a sense this is an indication of the recruiting problem corrections faces among young people. Contrary to what is undoubtedly the situation in teaching, social work, and similar professions, corrections attracts only a small percentage of individuals at the point at which they complete their education. Over all, less than one in six (16 percent) indicated that they were students immediately before entering the correctional field (administrators 18 percent, supervisors 12 percent, specialists 19 percent, line workers 5 percent).

EDUCATION

Aside from line workers, where over nine in ten have less than a bachelor's degree, sizable majorities in each job category have finished college.

Administrators have the highest proportion with a master's degree or better, followed by supervisors. Surprisingly, specialists are in third place in this respect. However, the specialists have the highest proportion of college graduates of any group.

While line workers tend to lower somewhat the education level of institutional personnel, field settings have many more college graduates than do institutions.

The number of master's degrees is higher in juvenile than in adult settings. Doctoral degrees are few and far between in every area.

Each college graduate was asked in what field he had received his degree.

43. Education of correctional personnel

	Occupation of respondents				Work setting of respondents			
	Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%
Less than high school graduate	1	5	1	16	10	7	*	–
High school graduate	9	13	5	52	31	20	6	2
1-3 years of college	11	12	11	25	22	15	10	7
B.A. only	22	25	40	3	11	17	34	36
Some graduate study	25	21	27	3	13	14	29	25
M.A.	28	23	15	1	11	26	20	28
Ph.D.	4	1	1	–	2	1	1	2

*Less than 0.5%.

44. Bachelor's degree fields.
(Base: Have bachelor's degree)

	Total	Occupation of respondent			Work setting of respondent			
		Administrator	Supervisor	Specialist	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%
Sociology	21	21	19	23	12	11	25	24
Education	16	17	18	13	23	27	10	13
Psychology	14	14	14	14	13	12	12	17
Public administration	5	6	6	4	8	4	6	5
Social work	4	6	3	4	2	3	5	5
Criminology/corrections	3	3	3	3	5	1	3	2
Other	37	33	37	39	37	42	39	34

45. Master's degree fields.
(Base: Have master's degree)

	Total	Occupation of respondent			Work setting of respondent			
		Administrator	Supervisor	Specialist	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%
Social work	39	39	48	28	15	34	37	54
Education	18	16	23	17	42	27	9	10
Psychology	15	11	9	29	21	18	14	14
Sociology	10	11	8	9	4	2	20	11
Business or public administration	5	7	4	6	4	10	4	4
Criminology/corrections	4	5	1	4	6	2	3	4
Law	2	3	–	1	–	–	3	3
Other	7	8	7	6	8	7	10	–

Bachelor's degrees are mainly in the fields of sociology, psychology, and education. Bachelor's degrees of those in institutional settings are drawn more from education, while those in field settings are drawn more from sociology.

Among administrators and supervisors, the largest number of master's degrees is in social work, followed by education. Among specialists, social work is edged out of first place by psychology.

The pattern by setting is interesting. Social work degrees become more prevalent as one moves from adult institutions to juvenile institutions to the adult field and finally to the juvenile field, where over half the master's degrees are in social work. Education degrees work in the opposite direction – more prevalent in adult institutions, somewhat lower in juvenile institutions, and lowest in field settings.

Observation:
Perhaps the most significant items in Tables 44 and 45 are two which occur with minimal frequency – business or public administration and criminology or corrections.

Particularly among administrators it is surprising how little formal training there has been in business or public administration.

Criminology-corrections as a separate discipline is a fairly recent phenomenon. It currently has had little impact on the educational preparation of correctional personnel.

Almost two out of three felt that their formal education had been very helpful in preparing them for the job they now have.

46. How helpful has your formal education been in the job you have now?

	Very helpful	Somewhat helpful	Hardly helpful
	%	%	%
Total	64	30	6
Occupation:			
Administrator	68	27	5
Supervisor	68	27	5
Specialist	59	36	5
Line worker	48	35	17
Education:			
Administrator			
No B.A.	54	33	13
B.A.	66	31	3
M.A.+	81	17	2
Specialist			
No B.A.	48	47	5
B.A.	61	34	5
M.A.+	64	33	3

Among administrators, as education increases, the belief that this education has been very helpful rises sharply. Among specialists, those with a master's degree are only slightly more positive about the usefulness of their education than those with a bachelor's degree. As might be expected, those with less than a bachelor's degree are least satisfied with the formal preparation they received.

Each respondent was next asked:

"Thinking of the job you now have, which of the following areas of formal education do you think provides the most useful background for your job?"[2]

Among administrators, public administration is first on the list. Generally sociology, criminology, social work, and psychology are considered equally helpful areas. Specialists and supervisors give the greatest weight to psychology. Line workers feel criminology would be most useful.

While considering their formal education helpful, there are obviously some disparities between degree areas and areas considered most useful. Table 48 compares the areas in which administrators and specialists have their master's degrees and the areas they feel are most useful.

The "difference" columns in Table 48 provide a vivid indication of those areas of formal training which require greater emphasis. The more negative the difference for an area, the larger is the gap between current preparation and need felt for preparation in this area.

Administrators as a group feel that only in the areas of social work and education are they sufficiently prepared. Public administration is the area in which the administrators feel they are most poorly prepared. There is also a strong sense that more formal training would be helpful in criminology-corrections, psychology, sociology, and law.

Among specialists, social work, law, and education are felt to be adequately covered. For them psychology, sociology, and criminology-corrections are the areas in which the largest gap exists between current formal training and the need for training.

[2]Areas appear at the heads of columns in Table 47.

47. What areas of formal education would be most useful to you in your job?

	Total	Occupation of respondent				Work setting of respondent				Education of respondent					
										Administrator			Specialist		
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field	No B.A.	B.A.	M.A.+	No B.A.	B.A.	M.A.+
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
Psychology	34	23	34	48	22	28	33	36	37	15	26	26	33	52	50
Sociology	32	28	31	35	23	26	18	35	35	20	34	24	30	38	25
Social work	27	26	30	23	17	12	23	29	36	13	21	39	17	22	30
Criminology or corrections	25	26	24	22	35	29	11	27	22	30	27	23	23	22	20
Public administration	17	33	14	4	6	14	12	16	17	38	33	28	5	3	4
Education	15	13	15	18	27	28	29	10	9	16	11	14	29	13	24
Law	8	11	6	7	1	3	1	8	12	9	11	13	5	7	7

IN-SERVICE TRAINING

While formal education is obviously a critical element in the adequate preparation for a career in corrections, it is equally obvious that most individuals were not really looking toward such a career when they were in school. The low proportion who were students immediately before entering the field and the median entry age into the field (over 30 years) indicate that other areas were explored before corrections was chosen.

48. Master's degree fields compared with "most useful" areas.
(Base: Have master's degree)

	Administrator			Specialist		
	Master's field	Most useful field	Difference	Master's field	Most useful field	Difference
	%	%	%	%	%	%
Psychology	11	26	−15	29	50	−21
Sociology	11	24	−13	9	25	−16
Social work	39	39	–	28	30	− 2
Criminology/Corrections	5	23	−18	4	20	−16
Public administration	7	28	−21	6	4	+ 2
Education	16	14	+ 2	17	24	− 7
Law	3	13	−10	1	7	− 6

Consequently in large measure corrections must look to in-service programs to provide the necessary skills and training.

49. Have you participated in in-service training in the last three years?

	Yes
	%
Total	56
Occupation:	
Administrator	55
Supervisor	59
Specialist	53
Line worker	40
Work setting:	
Adult institution	46
Juvenile institution	61
Adult field	58
Juvenile field	59

Exactly where on-the-job training, regular staff meetings, and other such activities end and in-service training begins is difficult to say. Each respondent was asked if he had "participated in any formal in-service training programs in the last three years" and what the programs were. Only specific and clearly "in-service programs" were accepted in determining participation levels.

Our best estimate is that just over half (56 percent) have participated in some formal in-service training program in the last three years, ranging from a high of 59 percent among supervisors to a low of 40 percent among line workers.

Employees of adult institutions have had the lowest exposure to in-service training in the last three years.

There is generally strong support for these programs, with over six in ten feeling they have been "very helpful."

As education increases among administrators and specialists, there appears a somewhat less favorable attitude toward these programs. But even so, support clearly exists.

The programs were considered helpful mainly because the participants felt they "learned new ideas and practical skills that were useful" in their work, were "informed of new developments in the field," and became "aware of problems" they had not recognized before.

WHAT IS MOST IMPORTANT IN PERFORMING A JOB?

While both formal education and in-service training are felt to be quite helpful, work experience is considered by far the most important element in job preparation and performance.

Only among specialists with a master's degree or better is there a majority who feel their formal education is most important in the performance of the job. In all other groups, work experience is rated first. Among line workers and administrators and specialists with less than a

50. How helpful are in-service training programs?
(Base: Have participated in last three years = 56%)

	Very helpful	Somewhat helpful	Hardly helpful
	%	%	%
Total	61	33	6
Occupation:			
Administrator	64	32	4
Supervisor	63	32	5
Specialist	54	36	10
Line worker	72	28	*
Work setting:			
Adult institution	67	30	3
Juvenile institution	67	28	5
Adult field	60	34	6
Juvenile field	57	35	8
Education:			
Administrator			
No B.A.	73	24	3
B.A.	63	34	3
M.A.+	59	36	5
Specialist			
No B.A.	74	21	5
B.A.	48	41	11
M.A.+	55	34	11

*Less than 0.5%.

51. What do you consider the most important element in job performance?

	Formal education	In-service and on-job training	Work experience	Not sure
	%	%	%	%
Total	23	18	56	3
Occupation:				
Administrator	22	14	60	4
Supervisor	23	15	57	5
Specialist	28	20	50	2
Line worker	13	33	54	*
Work setting:				
Adult institution	21	23	54	2
Juvenile institution	29	18	51	2
Adult field	21	19	57	3
Juvenile field	27	14	54	5
Education:				
Administrator				
No B.A.	9	19	71	1
B.A.	14	15	66	5
M.A.+	42	9	46	3
Specialist				
No B.A.	19	28	53	*
B.A.	23	20	54	3
M.A.+	57	14	26	3

*Less than 0.5%.

bachelor's degree, in-service training is considered more important than formal education.

Observation:

The special skills and knowledge that correctional personnel need can be only partially learned in a formal setting. The textbooks and the teachers can only suggest what must be done when the parole officer faces a hostile, unhappy teenager who is beginning to slip into old and dangerous habits, or how the warden discharges his responsibility for the rehabilitation of hundreds of adult offenders confined for crimes from tax evasion to first degree murder, or how the correctional officer calms the sharp tension generated by any of a hundred daily incidents.

Experience obviously must be an important element in each individual's ability to perform a job successfully. Correctional personnel feel it is the dominant element.

INTEREST IN NEW EDUCATION AND TRAINING PROGRAMS

Correctional personnel are not ready to throw over training because of their reliance on experience. They are prepared to see new training and education programs set up and to look to new resource personnel for their development.

We asked:

"Do you feel it is worthwhile for corrections to look to (universities) (private industry) in developing new educational, training, and staff development programs or do you think this is not likely to produce worthwhile results?"

Among all groups there is a strong willingness to look to both universities and private industry for help in developing new programs.

The reasons for this willingness are different for each area. Universities are felt to have "different approaches and new concepts" (58 percent), the "research capability and knowledge to deal with correctional problems" (42 percent), and advanced techniques to "help train staff" (23 percent). Private industry is looked to particularly for its "vocational training programs" (44 percent) and the possibility it offers for "job opportunities for offenders upon their release" (44 percent).

The opposition is slight. A few (6 percent) feel that universities are "too unrealistic," and the same proportion feel that industry is "too unconcerned."

Observation:

While there is clearly a readiness to use industry as well as universities as an outside resource, the heavy emphasis on industry's

52. Is it worth while to look to universities and private industry for help in training programs?

	Total	Administrator	Supervisor	Specialist	Line worker
	%	%	%	%	%
Universities:					
Worth while	87	90	85	87	79
Not worth while	11	9	13	11	14
Not sure	2	1	2	2	7
Private Industry:					
Worth while	83	81	81	87	84
Not worth while	13	15	14	10	10
Not sure	4	4	5	3	6

53. Suggestions for content of in-service training programs.

	Total	Respondents				Who best offer				
		Administrator	Supervisor	Specialist	Line worker	Corrections	Other government agency	University	Private industry	Not sure
	%	%	%	%	%	%	%	%	%	%
Dynamics of human behavior	19	18	23	20	9	26	15	34	23	2
Management-supervisory techniques	18	31	15	8	7	27	14	42	15	2
On-the-job service training	11	12	13	11	9	45	13	33	6	3
Community relations	9	8	11	8	11	35	18	31	13	3
Legal training	8	5	8	13	6	30	12	52	2	4
Methods of rehabilitation	7	6	6	9	2	40	20	33	5	2
Interviewing techniques	5	3	7	6	8	37	16	38	7	2
College courses	8	7	7	8	20	31	16	47	5	1
Group counseling and training	7	6	8	7	1	28	13	54	2	3

Note: Columns add to more than 100% because some respondents gave more than one answer.

vocational training and ability to provide jobs for ex-offenders ignores the advanced techniques of personnel management and training industry has developed. These techniques can be useful in many different areas of corrections.

Each respondent was asked for suggestions for in-service training programs which could be helpful on his job and who could best conduct such programs.

"Management and supervisory techniques" find particular favor with administrators and supervisors, and it is felt that these programs could best be offered by universities.

More on the "dynamics of human behavior" is also desired, and again universities are looked to in providing these programs.

Only 8 percent volunteered a suggestion for "legal training"; but in a direct question, 49 percent indicated they felt legal training would be helpful. There is obvious interest in this area.

Averaged over all of the programs, 39 percent feel that universities—and 36 percent feel that corrections itself—could best provide the training. Only 10 percent choose private industry.

54. Who could best offer training programs?

	Total
	%
Universities	39
Corrections	36
Other government agencies	15
Private industry	10

Observation:

In addition to the skills industry can teach corrections, its participation in training programs is another approach to involving the community in the correctional process.

With correctional personnel willing to seek help from industry but unsure of what it really has to offer, and with industry finally realizing its responsibility to aid in improving social conditions and searching for ways to become involved, there is the possibility of strong and fruitful cooperation in the future. Corrections, however, will probably have to initiate the contact.

CURRENT TRAINING

Only one in four indicate that they are now going to school or are in a training program.

Only among the specialist group and those working in juvenile institutions are as many as three in ten now in school or training.

Observation:

A level of one in ten taking degree-oriented course work (one in seven among the specialist group) and an additional one in ten receiving in-service training is probably too low to allow effective input and implementation of new ideas and techniques in the correctional field.

Clearly, the willingness to participate in training programs and the belief that they can be helpful do not easily translate into actual participation.

55. Current participation in academic or training programs.

	Total	Occupation of respondent				Work setting of respondent			
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%	%
In-service training	9	7	9	10	14	10	15	9	9
Non-degree-oriented courses	4	4	5	4	6	4	5	5	4
Degree-oriented courses	9	6	6	14	6	10	13	6	10
None	76	81	78	70	73	74	66	78	75
Other	2	2	2	2	1	2	1	2	2

V. ATTITUDES TOWARD CORRECTIONAL JOBS AND AGENCIES

In this section we intend to examine the personal involvement of correctional personnel with their jobs and their agencies. What do they like and dislike about the job? How well does it meet their needs for security, salary, challenge, and other such variables? What do they think of their supervisors? What are their future goals, and how well can these be met in the correctional field?

The answer to these questions will be a critical determinant of how improvement in correctional practices can take place and, in fact, whether it can take place at all. For if the dissatisfaction with the accomplishments of the field is paralleled by discontent with the job, then the atmosphere in which positive change can occur will be clouded by the petty hostilities and selfish concerns which this discontent creates.

Happily, the difficulties of the correctional field do not appear to be in this area. While there are certainly some serious problems, correctional personnel express a generally high level of satisfaction with their employment.

56. Do you find your job satisfying?

	Almost always satisfying	Usually satisfying	Usually wish for different job	Always wish for different job
	%	%	%	%
Total	64	33	2	1
Occupation:				
Administrator	70	29	1	–
Supervisor	66	31	2	1
Specialist	56	38	4	2
Line worker	56	36	4	4
Work setting:				
Adult institution	61	34	3	2
Juvenile institution	69	30	1	*
Adult field	66	30	3	1
Juvenile field	60	38	2	*
Education:				
Administrator				
No B.A.	76	23	1	–
B.A.	67	33	*	–
M.A.+	70	28	2	–
Specialist				
No B.A.	79	20	1	*
B.A.	52	41	5	2
M.A.+	51	44	3	2

*Less than 0.5%.

JOB SATISFACTION

Each respondent was asked to select one of four statements which came closest to describing how he felt about his job.

Over all, better than six in ten indicate they are "almost always satisfied with their job." Administrators express the greatest satisfaction, followed by supervisors, with specialists and line workers tied for third.

Educational level among administrators is an inconclusive guide to satisfaction; those with less than a bachelor's degree are somewhat more content than those with a bachelor's degree or better. Among specialists, however, there is a sharp difference based on education; eight in ten with less than a bachelor's degree are "almost always satisfied," as compared with only five in ten of those with a bachelor's degree or better.

Observation:

While there are some variations from group to group, they all occur within a strongly positive framework. Correctional personnel clearly like the work in which they are involved.

LIKES AND DISLIKES ABOUT JOBS

This favorable attitude was elaborated by the respondents when they were asked what they most like about their job.

A very strong altruistic motivation emerged. Over six in ten feel "the opportunity to work with and help people" is what they like most about their job. This feeling was expressed most frequently in field settings. Adult institutions are significantly lower than the total on this item.

It is interesting that "seeing results, watching improvement" is also mentioned more frequently in field than in institutional settings. The more general "interesting, satisfying sense of accomplishment" and "challenging" find equal favor in each setting.

It also should be noted that line workers are less positive than the other occupational groups on all items except salary.

Observation:

In a sense, one can say that the forms of job satisfaction seen in Table 57 reflect the influence of modern correctional thinking. The belief that more can be attempted and accomplished by rehabilitative efforts in a community setting appears in the more frequent responses from the field that they enjoy an opportunity to help people and see results.

It is unfortunate, although not unexpected, that line workers (who have the most extended contact with offenders) feel the lowest satisfaction in these two areas.

57. What do you like most about your job?

	Total	Occupation of respondent				Work setting of respondent			
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%	%
Opportunity to work with and help people	61	59	62	71	54	39	52	69	69
Seeing results – watching improvement	46	43	44	50	30	31	38	50	52
Interesting – satisfying feeling of accomplishment	45	45	51	44	37	46	44	45	47
Challenging	18	23	17	16	9	16	22	19	16
Time to develop and use new programs	7	12	6	4	1	5	9	8	9
Responsible job	7	10	6	6	2	5	5	7	8
Salary is good	6	8	5	5	13	11	5	7	2

Note: Columns add to more than 100% as some respondents gave more than one answer.

58. What do you dislike about your job?

	Total	Occupation of respondent				Work setting of respondent			
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%	%
Too much work	20	17	19	23	7	8	10	23	24
Our failures, seeing a man not make it	17	14	16	21	9	10	16	22	17
Disorganization, lack of communication	16	18	16	14	9	17	16	17	12
Not being able to meet needs of offenders	14	12	15	20	8	6	5	17	20
Lack of facilities and material	14	17	14	13	4	7	14	13	22
Pay too low	13	13	13	13	15	10	8	15	4
Lack of staff	12	15	14	7	10	8	11	12	15
Lack of money, budget too low	12	18	11	7	3	5	10	12	16
Too much red tape and meetings, little action	11	9	13	11	*	5	5	13	14
Lack of training, untrained personnel	6	10	8	4	5	8	8	6	7
No progress, not accomplishing anything	6	7	3	7	2	1	8	9	6

Note: Columns add to more than 100% as some respondents gave more than one answer. *Less than 0.5%.

The positive attitude toward their job did not prevent correctional personnel from pointing out a significant number of causes for dissatisfaction.

The first specific dislike is that there is "too much work." This feeling is expressed most frequently by specialists and least frequently by line workers. It appears to be mainly in field settings that the workload is considered too high.

This concern is followed by a sense of failure, the disappointment that comes from "seeing a man not make it," again highest among specialists and lowest among line workers.

Third on the list is a feeling of disorganization, of a lack of communication within the agency.

The fourth item again touches the failure theme directly – the frustration at not being able to meet the needs of the offender. This frustration is felt much more sharply in field settings than in institutions.

"Lack of facilities and materials" is specified next, with the sharpest emphasis in juvenile field settings.

Between the sixth item and the first item there is a difference of only 7 percentage points. Low pay is cited as sixth and is clearly one of the important concerns of correctional personnel.

Observation:
Generally the dissatisfactions break into four main areas:

1) Too much work, inadequate or untrained staff, low budget, lack of facilities and material (64 percent).

2) Failure, lack of progress, inability to provide for the offenders' needs (37 percent).

3) Disorganization, too much red tape in the agency, communication bad (27 percent).

4) Low pay (13 percent).

Aside from low pay, each of these areas contains elements which limit achievement of the goals of corrections. It is this limitation which evokes the strongest negatives about their jobs.

SPECIFIC JOB NEEDS – HOW WELL ARE THEY SATISFIED?

The generally high job satisfaction does not mean that all specific job needs are satisfied. There are some serious gaps in fulfillment of certain job needs in the correctional field. Each individual was asked how important each of a roster of job attributes is to him and how he would rate this attribute on his current job. Table 59 shows in total the percentage who said the attribute is "very important" to them, the percentage who rated this attribute "excellent" on their jobs, and the ratio between these two figures as a measure of unfulfilled need. The higher the ratio, the more the need may be said to be satisfied.

In total the need which appears to be most satisfied is job security (1.25), while a "chance for promotion" (.18) and salary (.24) are least satisfied.

The item which is considered most important – "a chance to help others" – receives a high rating. This need appears fairly well satisfied.

Administrators express the greatest satisfaction on each attribute. They are somewhat low on "chance for promotion," but this is due more to their success than their dissatisfaction; i.e., they are already near the top of the ladder, where promotions are apt to be fewer.

Line workers are the only group who raise real questions about job security or prestige. There is a good deal less sense of job security or prestige expressed in institutions than there is in field settings.

Observation:
For all items, with the possible exception of job security, in most settings and groups there is room for improvement.

59. How important are these job attributes, and how do you rate them in your present job?

	All respondents			Ratio for—							
	Very important to job	Rated excellent on job	Ratio	Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%									
A chance to help others	89	62	.70	.73	.69	.66	.67	.72	.76	.66	.70
Opportunity for personal growth	75	36	.48	.59	.45	.43	.35	.46	.56	.47	.49
Good supervision	71	31	.44	.48	.42	.46	.41	.48	.46	.40	.37
Chance to work independently	69	42	.61	.67	.56	.60	.53	.59	.55	.62	.62
Being able to utilize schooling and training fully	60	38	.63	.75	.60	.53	.43	.65	.55	.62	.62
Salary	55	13	.24	.38	.26	.18	.11	.29	.20	.22	.25
Opportunity to influence agency policies	54	23	.43	.63	.29	.24	.29	.38	.38	.43	.44
Job security	52	65	1.25	1.43	1.32	1.15	.73	.98	.85	1.36	1.48
Chance for promotion	49	9	.18	.28	.15	.17	.21	.30	.23	.12	.17
Fringe benefits	34	15	.44	.55	.40	.34	.30	.46	.38	.49	.36
Prestige and status	23	16	.69	.92	.59	.53	.24	.55	.58	.68	.79

Note: It should be pointed out that the ratio provides a convenient method for comparing relative levels of satisfaction on different items and between different groups, but its value must not be taken too literally. A ratio of .25 does not mean that only one-fourth of the group is satisfied; rather, compared to a ratio of .40 on a different item, it indicates a lower level of satisfaction.

One general area clearly needs the greatest shoring up. This area is seen in the attributes "opportunity to influence agency policy" and "chance for promotion." Except for administrators, these attributes (along with low salary) tend to cluster near the bottom of the list. Their low ratings are a sign that too many correctional personnel feel stymied and ineffective, unable to make their voices heard or to move up in the organization. This same concern was expressed in the volunteered concern that there is too much red tape and poor communication within their agency.

The danger of this attitude is that, coupled with a feeling of ineffectiveness in helping the offender, it can easily lead an individual to a sense of hopelessness in what he can really accomplish and then into stagnation and resentment. At that point, it will be the correctional employee who needs rehabilitation.

To some extent this feeling is countered by relative satisfaction with the "chance to work independently." As will be seen in the following tables this feeling of ineffectiveness is not yet a serious problem for the majority. Most are still satisfied with their jobs and their agencies, but the warning signals are there. They should not be ignored.

CHARACTER OF THE AGENCY

When asked to make what is perhaps an overly sharp choice between characterizing the general climate of their agency as "flexible and permissive" and "strict and unyielding," only one in five opted for the latter.

The large majority who feel their agency is more "flexible" than "strict" expressed this view because, as they indicated in volunteered responses, one is permitted to "work on his own initiative to solve problems," "each case is treated as an individual," and because department heads and the directors are "progressive and open to suggestions."

60. Would you say that your agency is strict and unyielding, or flexible and permissive?

	Strict and unyielding	Flexible and permissive
	%	%
Total	21	76
Occupation:		
Administrator	18	82
Supervisor	23	77
Specialist	28	72
Line worker	16	84
Work setting:		
Adult institution	23	76
Juvenile institution	15	85
Adult field	22	78
Juvenile field	20	75
Education:		
Administrator		
No B.A.	12	88
B.A.	20	77
M.A.+	17	83
Specialist		
No B.A.	20	80
B.A.	30	70
M.A.+	28	72

In line with this flexibility, over half feel they have a great deal of freedom in their job. They were asked:

"In carrying out your job would you say you have a great deal of freedom to do things as you would like, some freedom, or are orders and rules very strict and you have little freedom at all?"

Among line workers a majority feel they have "some" rather than a "great deal" of freedom, a natural response for those in the area of custody. As would be expected, the strongest sense of freedom is expressed by administrators.

It is interesting that graduate-level specialists feel greater constraint than those with a bachelor's degree or less.

Within this positive atmosphere, 77 percent said "decisions are made at the proper level and people do not usually try to pass the buck."

In addition, in every occupation group and setting, a large majority feel "most" people working in their agency are doing a good job. Administrators and supervisors were asked about people working for them, specialists and line workers about other people in the agency.

Administrators and supervisors have a higher regard for people working for them than specialists and line workers have for their fellow employees, although

61. How much freedom do you have in your job?

	Great deal	Some	Little
	%	%	%
Total	55	41	4
Occupation:			
Administrator	64	35	1
Supervisor	51	45	4
Specialist	53	44	3
Line worker	29	51	20
Work setting:			
Adult institution	43	47	10
Juvenile institution	55	38	7
Adult field	58	40	2
Juvenile field	59	40	1
Education:			
Administrator			
No B.A.	59	39	2
B.A.	63	36	1
M.A.+	67	32	1
Specialist			
No B.A.	51	47	2
B.A.	55	42	3
M.A.+	47	48	5

62. *Are most people in your agency doing a good job?*

(Base: Administrators and supervisors)

	Most working for me doing a good job
	%
Total	84
Occupation:	
Administrator	85
Supervisor	82
Work setting:	
Adult institution	77
Juvenile institution	82
Adult field	84
Juvenile field	88
Education:	
Administrator	
No B.A.	77
B.A.	88
M.A.+	86

(Base: Specialists and line workers)

	Most others doing a good job
	%
Total	69
Occupation:	
Specialist	68
Line worker	70
Work setting:	
Adult institution	61
Juvenile institution	72
Adult field	75
Juvenile field	74
Education:	
Specialist	
No B.A.	81
B.A.	68
M.A.+	57

all ratings are favorable. In the opinions of both the supervisory and nonsupervisory personnel, fewer employees of adult institutions than of any other setting are considered to be doing a good job.

It is once again interesting to see how education cuts. Among administrators, as education increases so does the feeling that "most" employees are doing a good job. Among the specialist group just the opposite is true, to the point where less than six in ten with master's degrees feel that "most" other employees are doing a good job.

The minority view that only "some" or "a few" were doing a good job was expressed for different reasons by the supervisory personnel and the nonsupervisory personnel.

For the supervisory personnel the most important reason why only some or a few employees are doing a good job is lack of training, followed by a feeling that some workers are immature. Third on the list is a feeling that some workers are simply incompetent (expressed more by supervisors than by administrators). By comparison, none of these three items is mentioned directly by the specialists or line workers, although "lack of qualifications" may be a polite way of saying that some individuals are incompetent.

Most important for the nonsupervisory group is the recognition that some employees are unconcerned and indifferent, seeing their position as "just a job." This item is mentioned by the supervisory personnel but with somewhat less frequency. There is also some feeling, particularly among the line workers, that the administration is too removed, too far away, to either encourage or ensure that most employees are doing a good job.

Observation:

These negative reactions were expressed by a relatively small minority but they do suggest, particularly for the nonsupervisory personnel, the same problem that appeared earlier, that a feeling of ineffectiveness can lead to apathy and indifference.

Generally, however, most feel their agency had a positive character, "flexible and permissive" rather than "strict and unyielding," allowing a good measure of freedom, and providing a setting where most employees are doing a good job.

63. *Why are "some" or "only a few" people in your agency doing a good job?*

(Base: Administrators or supervisors who said "some" or "only a few" = 16%)

	Total	Administrator	Supervisor
	%	%	%
Lack of training	46	45	47
Not mature enough	44	55	42
Incompetence	27	20	34
See it as just a job, not concerned	22	24	19
Lack of good supervision	19	17	19
Become lazy, complacent	18	22	15
Too much politics	12	–	15
Pay too low	7	9	6

(Base: Specialists or line workers who said "some" or "only a few" = 31%)

	Total	Specialist	Line worker
	%	%	%
See it as just a job, not concerned	38	38	39
Lack of qualifications	30	35	11
Administration too removed	10	8	20
Overworked, understaffed	9	9	8
Regulations too lenient	6	5	11
Supervisors are incompetent	6	6	5
Pay too low	3	4	–
Bureaucratic structure	3	4	–

RATING OF SUPERVISORS

Correctional personnel appear to think highly of their supervisors. Each individual was asked to rate his supervisor on each of a roster of positive and negative items. The question was phrased in terms of *how often* the supervisor was "fair," "knew his job," etc. The responses shown in Table 64 are the proportion who said "always."

Using "always" as a measure provides a somewhat severe test of excellence. When those who said "most of the time" are included, solid majorities ranging upward from 67 percent (on "knows his job") on each positive item are recorded.

But "always" must be the goal, and is the clearest indicator of the performance gap supervisory personnel should be trying to close.

Currently, supervisors are most highly regarded (by over five in ten) for keeping their promises, being fair, and backing up their people. About five in ten feel their supervisor always gives recognition when deserved and knows his job. About four in ten feel their supervisor always makes prompt decisions, lets people know what's going on, and helps staff get promotions.

There are generally only small differences in the ratings given by administrators, supervisors, and specialists. Line workers are consistently more favorable toward their supervisors than are other occupation groups. For each item, the ratings given by juvenile field personnel are the lowest of any setting.

The sharpest contrasts are based on education. Examining Table 64 line by line, it is clear that administrators and specialists with a bachelor's degree or

64. How do you rate your supervisor?

	Total	Occupation of respondent				Work setting of respondent				Education of respondent					
										Administrator			Specialist		
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field	No B.A.	B.A.	M.A.+	No B.A.	B.A.	M.A.+
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
Supervisor always															
Keeps his promises	61	58	58	59	65	65	61	61	54	70	55	55	78	55	57
Shows fairness	60	61	55	62	68	66	64	62	56	75	58	55	77	61	51
Backs up his people	57	59	51	59	66	65	60	58	52	73	58	52	72	59	47
Gives recognition when deserved	51	49	49	52	59	57	52	52	46	63	47	41	68	49	43
Knows his job	50	46	51	48	61	57	48	51	41	57	43	42	67	45	42
Makes prompt decisions	43	41	41	40	51	50	41	42	35	48	40	37	56	37	32
Lets people know what's going on	42	38	39	44	50	47	41	40	37	47	33	40	59	42	34
Helps staff get promotions	41	42	36	41	45	45	47	42	39	51	42	38	54	41	29
Knows how to train people	39	35	37	39	54	47	42	41	31	53	30	31	60	37	25
Passes the buck	2	1	2	2	2	3	3	1	1	–	1	3	3	2	4
Shows favoritism	2	1	2	2	2	1	4	2	2	•	1	2	2	3	2
Takes credit when he shouldn't	1	1	2	2	2	2	3	1	1	–	2	1	1	1	5

*Less than 0.5%.

better have a significantly less positive attitude toward their supervisors than do their peers without a college degree. For most items, those with master's degrees (particularly among the specialists) are even more negative than those with bachelor's degrees.

Observation:

For the most part, supervisors receive their highest ratings on personal attributes – keeping promises, being fair, backing up their people.

They receive their lowest ratings in those areas where they must confront and deal with the system – deciding promptly, helping with promotions, passing the word, training. These same areas have appeared as problem areas in previous tables.

Implied in these results is the feeling that correctional work too often goes on in a setting which has a momentum of its own, a vast, involved, slow-moving system. The individual in this system is carried along. His ability to affect what is going on or even to know what is going on is often circumscribed, his ability to move ahead often proscribed. The danger is that the individual, in such an atmosphere, may give up and no longer attempt to challenge and goad the system into new and more productive directions.

REASONS FOR PROMOTIONS

It is not being suggested that promotions are given for the wrong reasons. On the contrary "ability and performance" and "experience" are considered most important in moving up in the correctional organization.

The strains on the promotional system may not appear at first glance. Ability and performance are recognized. Experience is obviously an important factor. Yet over all, four in ten (38 percent) mentioned as important reasons for being promoted "getting along with supervisor," "knowing the right people," "apple polishing." This proportion rises to 49 percent among line workers, 56 percent among specialists in total, and 69 percent among specialists with a master's degree or better.

Length of service is considered a more important factor than education in adult field settings and among specialists. Particularly among those with a master's degree, seniority is felt to be a more crucial element in promotions than education.

PLANNING A CAREER IN CORRECTIONS

On balance there is no question that correctional personnel generally view their job, their supervisor, and their agency in a favorable light. Perhaps as a result, an overwhelming majority indicate they are planning to make their career in corrections.

Once again, specialists tend to be less positive than other groups. But it is clearly a matter of degree, for even among those most negative (specialists with a master's degree or better), seven in ten do plan to stay in corrections.

65. What are the main reasons for promotion in your agency?

	Ability & performance	Experience	Education	Length of service	Getting along well with co-workers	Getting along well with supervisors	Knowing the right people	Apple polishing
	%	%	%	%	%	%	%	%
Total	77	46	31	29	25	20	14	4
Occupation:								
Administrator	88	50	37	26	32	15	7	1
Supervisor	77	49	30	26	27	18	14	2
Specialist	66	43	28	34	20	25	22	9
Line worker	84	47	36	21	31	29	15	5
Work setting:								
Adult institution	82	50	37	19	29	23	18	5
Juvenile institution	80	47	37	25	38	20	13	3
Adult field	75	45	23	34	24	19	12	4
Juvenile field	78	44	38	33	25	19	13	5
Education:								
Administrator								
No B.A.	86	58	36	18	37	13	5	–
B.A.	88	48	36	28	29	20	8	2
M.A.+	89	46	41	29	32	10	5	2
Specialist								
No B.A.	74	43	36	20	33	12	12	6
B.A.	67	44	28	37	18	27	22	9
M.A.+	60	42	20	35	15	31	27	11

66. *Where do you plan to make your career?*

	In corrections	In another field	Not sure
	%	%	%
Total	86	8	6
Occupation:			
Administrator	94	3	3
Supervisor	89	5	6
Specialist	77	14	9
Line worker	84	11	5
Work setting:			
Adult institution	88	8	4
Juvenile institution	80	11	9
Adult field	88	6	6
Juvenile field	82	11	7
Education:			
Specialist			
No B.A.	89	4	7
B.A.	76	15	9
M.A.+	70	22	8

To a certain extent, commitment to the field is also based on length of previous service. For each occupation group, the longer an individual has been in corrections, the more likely he is to want to stay.

67. *In what area of corrections do you want to make a career?*
(Base: Planning a career in corrections = 86%)

	Administration	Treatment	Custody	Other
	%	%	%	%
Total	54	31	6	9
Occupation:				
Administrator	83	11	1	5
Supervisor	53	28	10	9
Specialist	23	59	2	16
Line worker	18	25	40	17
Work setting:				
Adult institution	39	24	22	15
Juvenile institution	43	38	5	14
Adult field	55	37	1	7
Juvenile field	63	27	1	9

68. *Why have you chosen this correctional area?*
(Base: Planning a career in corrections = 86%)

	Total	Administration	Treatment	Custody
	%	%	%	%
Feel you are helping	23	15	35	16
Make policy, leadership	19	31	9	5
Direct contact with people	11	7	17	18
Can influence offenders and staff	9	13	6	5
The challenge	7	10	3	11
Know and help offenders	5	3	7	2
Money	5	7	2	10
Ability to use experience and education	5	5	5	5

69. *What do you think are your chances of getting the job you want?*
(Base: Planning a career in corrections = 86%)

	Total	Occupation of respondent				Work setting of respondent			
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%	%
Excellent	43	49	36	45	37	44	56	40	41
Pretty good	25	24	27	25	26	24	23	23	31
Only fair	12	9	15	14	12	13	7	13	11
Poor	14	13	17	11	15	14	7	17	13
Not sure	6	5	5	5	10	5	7	7	4

70. *Why do you think your chances of getting the job you want are "only fair" or "poor"?*
(Base: Planning a career in corrections, and chances "only fair" or "poor" = 21%)

	Total	Occupation of respondent				Work setting of respondent			
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%	%
Lack of education	30	15	33	22	63	45	x	23	24
Position not open, slow turnover	20	19	19	24	18	13	x	24	25
Too much competition for job	13	23	10	11	6	9	x	22	6
Politics	13	19	10	14	7	7	x	18	14
Not enough seniority	6	7	4	6	5	6	x	4	5
Too old	6	2	9	6	7	13	x	3	2
Job in another location, have to relocate	6	6	4	9	–	5	x	1	12

x = Base too small.

The 8 percent who are planning to go into some other field said they are leaving mainly for better pay (28 percent), because they "do not find the job that satisfying" (28 percent), because they have a "poor chance for promotion" (21 percent), and because they are looking for "better working conditions" (12 percent).

As might be expected, there is a tendency for individuals to see their job goals in the same areas in which they are now working.

Administrators are most content in their current area. They, of course, have risen further in the correctional hierarchy than the other occupation groups. Supervisors look toward administration, although almost three in ten choose the area of treatment. Specialists expect for the most part to remain in treatment; but one in four is looking to administration. Line workers show the least contentment (at least in terms of goals) with their current positions, but still a plurality expect to remain in the custodial area.

Each area is chosen for its main characteristics.

Administration is chosen because of the opportunity it provides to make policy and exercise leadership, treatment primarily because the individual feels he can help others, and custody essentially because of a desire to help and the opportunity for direct contact with people.

It is somewhat difficult for an individual to gauge accurately his chances of reaching his job goal, but there appears to be a fairly high level of confidence in the possibility of success.

Expectation of success appears higher among administrators and specialists than among supervisors and line workers. It appears higher in institutional settings (particularly in juvenile institutions) than in field settings.

Those who indicated their chances were "only fair" or "poor" were asked why they feel their chances were not better.

Lack of education is considered the heaviest deterrent to reaching the desired job, particularly among line workers. When combined, however, the clogged channels for advancement (expressed in "position not open," "too much competition," "not enough seniority") outweigh education as a deterrent.

Observation:

It is probably inevitable that because they are near the top of the correctional ladder, where jobs are more scarce, administrators should feel strongly about slow turnover and competition.

71. How many at your level are leaving correctional work?

	Many	Some	Only a few	Not sure
	%	%	%	%
Total	16	28	47	9
Occupation:				
Administrator	8	27	56	9
Supervisor	15	23	53	9
Specialist	22	35	34	9
Line worker	25	35	32	8
Work setting:				
Adult institution	17	28	47	8
Juvenile institution	14	28	46	12
Adult field	15	28	47	10
Juvenile field	17	29	45	9
Education:				
Specialist				
No B.A.	10	24	50	16
B.A.	25	38	30	7
M.A.+	23	37	31	9

72. Why are people leaving correctional work?

	Total	Occupation of respondent				Work setting of respondent			
		Administrator	Supervisor	Specialist	Line worker	Adult institution	Juvenile institution	Adult field	Juvenile field
	%	%	%	%	%	%	%	%	%
Economic reasons, low pay	57	46	60	63	63	51	55	59	61
Lack of advancement	22	19	22	28	20	27	18	23	20
Pressures of field, frustration at lack of success	19	22	17	20	21	15	29	18	24
For better job	9	10	8	12	15	13	8	7	9
Retirement	8	13	9	3	7	14	5	6	5
Work load	6	5	4	7	13	6	4	4	8
Working conditions	4	3	4	5	9	8	4	4	2
Bureaucracy too much	8	7	8	13	3	6	7	10	10

Note: Columns add to more than 100% as some respondents gave more than one answer.

This explanation cannot hold for specialists. Their concern in this area again points to the need for greater flexibility in promotional procedures.

REASONS FOR LEAVING THE FIELD

Because of concern that correctional personnel might be reluctant to admit that they themselves were leaving the field, each individual was asked:

"Would you say that, in your position and at your level, many individuals have left or are planning to leave the correctional field, some but not many, or only a few?"

Only 16 percent feel that many at their level are leaving the correctional field (this response complements the 86 percent who were planning a career in corrections). The number who are going elsewhere is highest among line workers and specialists and lowest among administrators. There are no differences in the pattern from setting to setting.

The reasons offered for people leaving the field sum up the job difficulties in the correctional profession.

Leading the list is "economic reasons, low pay." This is clearly the dominant reason why individuals are felt to be seeking other jobs. "Lack of advancement" possibilities is next. Third is the "pressures of the field, frustration at lack of success," a reason that appears to be more important in juvenile settings than in adult settings.

Observation:

It is significant that only one in five mentioned lack of success as an important reason why people are leaving. It is not that correctional personnel are unaware of the difficulties they face in accomplishing true rehabilitation of the offender. Their concerns in this area have been documented earlier in the report. But they are committed individuals for the most part and not willing to concede failure or helplessness. They do not leave because of frustrated hope. The great majority are in the field for keeps. They believe in its possibilities (better than two out of three would recommend it as a career to a young person) and find their experiences rich and rewarding.

It seems clear, however, that if their dedication in this area is to be fully tapped and their readiness to experiment with new concepts and programs fully exploited, improvements must be made in their economic conditions and their opportunities for advancement.

VI. IMPLICATIONS OF THE STUDY FOR CHANGE

Louis Harris, whose research firm made the study reported in the preceding chapters, summed up many of its implications for the future of corrections. This field, he said, has "a magnificent opportunity in having personnel, by and large, who are looking for change, who are willing to accept change, who want progress." But they feel that "there is a terrible gaping hole (in their effectiveness) due to lack of support from the outside community."[1]

One purpose of this chapter is to examine the general nature of the changes correctional personnel desire and see what must be done if such changes are to be made. This kind of effort would be useful for any system, but it is essential in one which has no history of planned development. The haphazard growth of the American correctional system has resulted in a fragmented mass of jurisdictions with overlapping boundaries and contradictory goals. It is hardly necessary to add that some of the contradictions are due to widely varying public expectations from the system.

CONSENSUS AND DISSENT

The findings of this study have great significance for the future of American corrections. There is general agreement that corrections is only "somewhat effective" in achieving what it perceives as its primary goal—rehabilitation of the offender so that he becomes a law-abiding citizen. There was no indication that workers tend to rate their own setting defensively; i.e., as being more effective than any other. Almost all of the 1,870 correctional workers who were interviewed had recommendations as to how corrections could be made more effective in its primary mission of rehabilitation.

But there are considerable differences among workers in the various occupation groups and correctional settings as to the primary goals of corrections. For example, workers in adult field agencies (probation and parole) laid much heavier emphasis on the protection of society than did those working with adults in institutions. While a majority of administrators of juvenile institutions endorsed the idea of hiring ex-offenders as full-time correctional workers, almost eight in ten line correctional workers rejected it. Such examples indicate that correctional workers may well have differing ideas about the focus of correctional work.

Tensions resulting from lack of common values can have a negative effect on the operation of the entire system. While dissatisfaction with the effectiveness of corrections is general among correctional personnel, the higher the educational achievement of individuals, the greater is their dissatisfaction. It can be assumed that dissatisfaction motivates many to leave their jobs. Other Joint Commission studies have shown that the highest rate of turnover occurs among those who are best educated. Corrections, which has always had difficulty in recruiting highly trained persons, can ill afford to suffer steady loss of those it succeeds in employing. The attitudes of the specialists, as measured in this study, suggest that considerable dissatisfaction is found among this group and that it increases with educational achievement. Moreover, when a sizable group of workers in an institution or agency holds views opposed to those of the administration, disruptions are to be expected in correctional operations.

BACKGROUND OF CORRECTIONAL WORKERS

The personal data gathered from this sample of 1,870 correctional workers indicate that they are predominantly male, white, and middle-aged. On the average, they have worked about nine years in corrections, having entered the field after reaching the age of thirty. Only one out of six has come to corrections directly from student status, most having previously been in military service or in some noncorrectional government agency.

There are marked educational differences between and even within job categories. Most administrators, supervisors, and specialists have a bachelor's degree. However, surprisingly few in positions such as probation officer, which characteristically require graduate degrees, actually have them.

DIRECTIONS FOR CHANGE

Two factors are creating a climate that is favorable for change in corrections: the public is alarmed about crime and criminals; and correctional workers feel that their programs must be improved. This study indicates clearly the directions for change needed in corrections.

Most important, correctional programs will have to improve. Employee concern over present results produces frustration and can lead to apathy or cynicism. Competent personnel faced with system deficiencies they cannot overcome, will resign rather than continue their association with an organization which appears to them to be prone to failure.

Integral to improved service are greatly expanded and improved employee development programs, more effective

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This chapter was prepared by the staff of the Joint Commission on Correctional Manpower and Training.

[1] From Mr. Harris' remarks at the annual membership meeting of the Joint Commission, July 1, 1968.

personnel utilization, and career ladders which allow progress unimpeded by irrelevant requirements. Underlying all needed improvements must be greatly enhanced liaison between corrections and other institutions of society.

Most of all, corrections must seek the understanding, support, and involvement of the community.

To secure any of these changes, leadership in corrections must take responsibility that it now, on the whole, assumes rather hesitantly if at all.

1. Developing Correctional Careers

The data point to the fact that careers in corrections are not well defined. The mode of entry into this work differs considerably from entry into industry, education, social welfare, or nursing, to name a few. For example, only 16 percent of those working in corrections have come directly from student status. Many enter this work after their thirtieth birthday. Job dissatisfaction arises from a conviction that promotions are slow in coming about. Workers rank their job experience higher than their educational preparation or the staff development programs provided on the job as the most important help in performing their jobs effectively. Only specialists with master's degrees rank formal education higher than experience as a help in their work.

The need to make correctional work a solid career pursuit is obvious. Correctional managers must begin the development of such careers by taking the initiative in planning aggressive recruitment of college graduates, as industry, education, and other public services now do. Corrections must begin to compete seriously for the undergraduate if it is not to continue to be a second or third career choice for young people, years after graduation and probably on the heels of dissatisfaction in other employment.

College employment advisors—and high school counselors too—must be reached by correctional leaders if recruitment for corrections is to be effective. Currently, the U. S. Labor Department's Occupations Handbook does not even show correctional work as a career; rather, it is listed under social work, as an also-ran. Correctional leaders must interpret the tasks and careers in corrections to counselors and employment specialists if students are to be guided into this work.

But even the most aggressive recruitment will fail unless administrators have more freedom in offering jobs. Entry positions in probation and parole agencies must be made available without unrealistic requirements for advanced academic degrees. Age and residence requirements, which are now imposed formally or informally, should be eliminated. Some requirements of previous experience should be reconsidered because they frequently block students' entry into correctional work and thus divert promising workers from corrections as a career field. Correctional officials should be concerned by the fact that few young college graduates choose this field, and they should translate this concern into procedures which work toward the elimination of unrealistic age, graduate education, residence, and experience requirements. If these barriers which work against the recruit are left as they are today, corrections will not attract young people.

Women could be hired more frequently than they are now in such roles as institutional teacher, vocational instructor, rehabilitation counselor, classification officer, and probation or parole officer.

To get well-trained personnel, their education and training must be recognized in the corrections career ladder. Management trainee posts should be made available. Jobs which appeal to young people today are those which offer challenge and some potential for success. Once a person begins work in corrections, his work must have an identity as a career matching others of a similar nature in prestige, salary, and opportunity for advancement.

2. Supporting Staff Development Programs

In today's world, academic programs cannot be expected to provide content on a subject which will educate the student for all time. Knowledge increases so rapidly that the need for continuing education for most occupations is generally recognized. No one disputes the need for retooling as new knowledge develops.

Those interviewed in this study attest to the need for more staff development. Currently only one in ten is in a training program at his own agency or elsewhere. This situation needs improving, and it is up to correctional leaders to resolve the training shortage. All correctional personnel agree that corrections should offer training programs. While few systems now offer well-developed programs, many have the capability to provide training for their employees, either directed by their own training staff or in collaboration with nearby higher education institutions or industry. Both can provide resources essential to good training. Correctional training programs need budgets to cover the cost of securing such essentials as trainers' salaries, curriculum development, and instructional materials. The correctional setting can be used as a laboratory for creative experiments in training, a potential which has seldom been realized in the past.

Many correctional managers interviewed in this study expressed a desire for staff development programs at their level. The need is obvious. Most correctional managers have come from academic backgrounds other than public administration. Their training programs should provide content in principles of management and supervision and in the dynamics of human behavior. Managers also recommended that their training should include law and community relations. In fact, all employee groups agree on the need for training in the dynamics of human behavior, community relations, law, and methods of rehabilitation.

If staff development is to be brought to the level of quality as well as the quantity needed, correctional leaders must demonstrate their commitment in dollars and in support for programs. Legislators must be convinced of the urgency of this need. Funds for training have low priority in most correctional budgets. And there are not enough training staff to meet the need. Unless the money and support come from the top and staff time is committed to training, we can continue to expect little if any change in staff development efforts.

To make the most of scarce training resources, cooperative regional training programs appear to be essential. A regional training center, possibly serving

several states, could be established to provide a variety of training for special groups. Partnership should be developed between corrections, educational facilities, and industry to combine the experience of all three in training efforts. Released time, travel funds, and maintenance costs must be provided if such a program is to survive. In the past, failures in training centers have outnumbered successes. Those training centers developed by the federal government in the early 1960's to train juvenile delinquency staff failed mainly because of insufficient commitment from higher education, lack of financing to complete the development of centers, and confusion over priorities in training needs set by administrative personnel. If training centers are to succeed, commitment must come from the top.

Staff development is a broader concept than training alone. It includes staff exchange, tuition reimbursement for employees who desire to take academic courses, and opportunities to conduct research, to visit other agencies and observe their methods, and to become involved in professional organizations. A close look at most correctional budgets shows that little if any money is set aside for any of these aspects of staff development, and the chances are that the picture will not improve until correctional managers ensure financial commitment to staff development.

3. Removing Job Dissatisfaction

The study points to several basic changes needed in personnel policies and practices in corrections. Chief among these are adequate salaries and chances for promotion. While the great majority of personnel are satisfied with their jobs, although they claim no great success in correctional rehabilitation, warning signals are registered by some of the dissatisfactions reported. These dissatisfactions obviously indicate the need to improve correctional careers. Since administrators are responsible for policy formulation, their concern with job dissatisfaction should lead toward aggressive efforts to obtain higher salaries for employees and give them the feeling that upward mobility is possible.

Dissatisfaction also comes from overwork, reflecting the large caseloads or numbers of offenders for whom the worker is responsible. Ratios of staff to offenders show the validity of this concern. In adult institutions, there is one teacher for every 150 inmates, one classification worker for every 450, one psychologist for every 1,200. Similar ratios have been found in most correctional settings. From these staggering numbers, the plea of overwork seems justified. And it is not just a matter of overwork, for responsibility for so many people cuts down the chances of being able to help any of them. Opportunity to help people is one of the principal reasons why correctional personnel like their work.

Present heavy workloads will persist unless definite steps are taken to change the patterns of utilization of professionally trained workers. There is a need to redefine the role and functions of the professional components of correctional manpower. The traditional system of delivery of services by these members of the staff needs to be examined in light of utilization techniques which will upgrade program effectiveness. Nonprofessionals can and should do many of the tasks now reserved for the trained few. Even the nature of the services themselves should be subjected to careful study. The professionals, and most manpower utilization specialists, are calling for these modifications.

4. Narrowing the Gap between What Is and What Should Be

One point stands out clearly in this study: correctional workers feel there is a gap between goals emphasized in their work and goals which should be emphasized. The gap is particularly apparent between the perceived need to engage the community and actual practice in this area. Offenders are seen as often failing because they do not obtain community acceptance. Correctional workers feel more emphasis should be put upon influencing the community to assist in correctional rehabilitation. They are saying that offenders' problems cannot be solved solely within prison walls. Correctional personnel believe they must seek to make the community responsive to rehabilitation programs by opening its systems and providing needed resources. They are saying that corrections has been isolated too long from the public and its social institutions.

The gap to be narrowed is evident. Correctional workers say the offender needs job training most of all, followed by job placement and supportive services when he is newly employed in the community. The failure to provide these things ranks high when correctional personnel evaluate their accomplishments. If offenders can get and keep jobs, the way may be open to lessening recidivism. Unemployment rates are high among ex-offenders. A recent study supported by the U. S. Department of Labor showed that, of a sample of over 900 federal parolees, 17 percent were unemployed, as compared with 5 percent of the national civilian labor force.[2] This condition can be remedied if the community can be persuaded to become responsive. It will happen only if correctional workers take the lead in opening doors to employment and job training for their clients and then secure sustained support for them during the initial period of employment.

The failure to do enough about providing educational opportunities for offenders is mentioned by many workers, ranking next to employment among the needs they see as unfulfilled for many offenders. Here too the correctional worker must open up access for the offender to community resources in schools and other educational agencies. Both proposals point to greater activity in the community if the gap is to be narrowed between what the present goals are and what they should be.

It is necessary to assure that the offender and his family has an adequate income during those days immediately following the disposition of his case on probation and parole. The odds are heavy against the offender's staying out of trouble if his income is uncertain. Such a situation could be prevented in part if prison wages were higher, so that a prisoner could accumulate some funds during confinement which could be returned to him in regular installments while he is on parole. Or small loans could be made available to an offender on release from supervision.

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[2] George Pownall, "Employment Problems of Released Offenders," (unpublished manuscript), July 1967, p. 57.

Finding appropriate housing is another serious problem for the offender. The lack of community acceptance must be overcome. If these problems are to be resolved, the correctional worker must become an advocate for the offender in the roles outlined here.

5. Securing Agreement on Educational Preparation

Data on educational backgrounds compiled in this survey show that corrections as a field of work draws from 70 different academic disciplines, ranging from anthropology to zoology. This point reinforces the well-known lack of agreement within corrections as to what is the best kind of academic training for this work. Workers' educational preparation tends to cluster in psychology, sociology, social work, and education.

These disciplines and public administration and criminology all received high rating as useful fields of study for this work. If corrections could agree upon the desirable areas of study, a major step would be taken in providing guidance for interested college students. At this time no single discipline is ready to meet the needs of corrections by providing the training for all future correctional manpower, nor is this likely in the foreseeable future. It is essential that correctional practitioners and educators reach some preliminary agreement on those disciplines which appear to be most significant for the future worker in corrections and begin to give the necessary impetus to strengthen the content, research, and field work on crime and corrections.

6. Communication with the Public

An earlier study for the Joint Commission made it quite clear that the public image of corrections leaves much to be desired.[3] Prisons are seen largely as places in which people live behind bars. Corrections is not rated as an effective system. Our present study shows that correctional personnel themselves agree that corrections must change in order to deserve wider public support.

Efforts must be made by all correctional personnel to interpret their mission to the public. Public support is essential for the survival of community-based programs such as work release, halfway houses, probation, and parole. Successful reintegration of offenders depends upon community acceptance of and support for these programs. The increase in the number of offenders from the ranks of young adults and minority groups requires that the public be alerted to their special needs, among them job training, employment, remedial education, income maintenance, and adequate housing.

The public needs to know much more than it does about all offenders. But knowledge is fragmented and sketchy because there is no place where national data on offender characteristics are available. We cannot say with certainty what age groups will appear most frequently in the offender population, what are the educational achievements or employment background of offenders, what proportions come from different racial and ethnic groups, and similar factors. Even the correctional field itself is operating without essential data which could be available if central records on offenders were kept by the correctional agencies. The Commission recently convened a seminar on research in correctional rehabilitation whose central concern was the appalling absence of data collection systems and program evaluation. The seminar participants expressed the view that corrections has few, if any, proven effective tools in rehabilitation because most practice has not been subjected to evaluation.[4]

Links between the community and corrections must be formed and fully utilized. Some workers believe that volunteers can provide such links. Current use of volunteers is minimal, and some correctional workers showed resistance to the idea. Well-planned and well-supervised programs for using volunteers can be developed by correctional personnel. Corrections should take the initiative in this effort and not expect potential volunteers to do so. Through improved communication with the public, the field can capitalize upon the climate for change existing today.

7. Strengthening Correctional Leadership

If the correctional system is to improve its performance, its leadership must take the responsibility to move it forward. But many administrators—and indeed the system as it now exists—are ill-equipped to assume such responsibility. Correctional managers have been propelled to the top in a system which has no orderly or unified process for advancement and no very clear sense of its mission. Frequently they become managers or supervisors without having proved administrative competence. There is very little opportunity to enter the system high up in the ranks, however competent a candidate may be. Small wonder, then, that managers become heads of systems which they and their employers (the public) agree are relatively ineffective.

Remedying such deficiencies calls for leaders who can and will do these things within their own systems:

- Develop management training.
- Work for lateral entry for qualified candidates.
- Engage their employees in training efforts designed to identify the goals of their programs and to impart knowledge and skills necessary to attain these goals.
- Bring in expertise from other sectors in society to assist in training programs to enhance correctional effectiveness. These sectors might include private industry, labor unions, education, professional associations, and concerned lay groups.
- Support research, provide program evaluation, and establish centralized data collection systems.

Younger persons, both men and women, should be brought in and groomed for management. There is now virtually no management training for future leadership in this field. According to this study, managers are in the oldest age group in corrections, with a median age of 46. Negroes are conspicuous for their absence among the managerial ranks. There is little provision for management training either for men who are now managers or for management recruits. When asked

[3] *The Public Looks at Crime and Corrections* (Washington: Joint Commission on Correctional Manpower and Training, 1968), p. 8.

[4] See *Research in Correctional Rehabilitation* (Washington: Joint Commission on Correctional Manpower and Training, 1967).

what content they desired for in-service training programs, present managers ranked public administration first of all. Access to such training content is spotty at best.

As a link between corrections and the community, the leadership must be prepared to:

- Act as spokesmen in educating the public.
- Develop liaison to ready the community for acceptance of new community-based programs.
- Speak as advocates for the offender and help to overcome resistance to him within the community.
- Seek active participation of the community in the correctional process, by such means as fostering volunteer programs and advisory councils.

THE TIME IS NOW

This study of attitudes of correctional personnel has given administrators, for the first time, an opportunity to measure some of the qualitative aspects of correctional employment and see how their employees measure these aspects. There is much to be proud of and much to be concerned about. But it is quite clear that "business as usual" is not the right order of the day for corrections. Further Joint Commission studies, to be issued shortly, will indicate more definitive steps that are necessary.

The climate of 1968 demands that changes begin now. With the public concern over crime in the streets increasing, corrections must play an active role in reducing crime through vastly improved programs of control and rehabilitation. The preservation of public safety should be a primary concern of corrections, and it can be aided by programs which strike at the causes of crime and reverse criminal careers.

Harris describes this climate in his warning to the Commission in July, 1968:

> When we did our study of public attitudes for the Joint Commission back in November 1967, we reported that one of the root causes of lack of support (for corrections) was public apathy . . . Well, let me assure you that the public today is not apathetic but bitter, alarmed, and fighting mad. Since our November survey, two political assassinations later, faced with rising crime rates, 52 percent of all the people in this country tell us that they are afraid to walk their own streets at night. The raw nerve ends are evident all around us on the eve of another long, hot summer. One must ask: How much longer in America do we have to wait to galvanize our know-how into knowing and doing and saying it can be done? Can we afford any longer to let it get worse before it gets better?
>
> I am frank to say that in my view the late 1960's are a turning point. One of the privileges that our affluent society allows us is untold options. And, never forget, one of the options—and we've never had this before—is the option either to survive or to perish.
>
> We must find the leadership. A generation from now they will ask about you, about me: Where were you back in the late 60's? What did you do? The time is now to correct and to convert the pious wish into the fulfilled act, to correct and to convert the knowledgeable understanding into the sure remedy. I say we owe ourselves no less.

APPENDIX

METHODOLOGY

The methods by which the sample of personnel was selected and the interviews were conducted have been described in Chapter I of this report. There remain to be discussed the analytic method and the composition of the job categories used in the report.

ANALYTIC METHOD

For analytic purposes, the total of 1,870 interviews were grouped into four main occupational breakdowns:

1. Top and middle administrators (552)
2. First-line supervisors (445)
3. Functional specialists (684)
4. Line workers (189)

Composition of the job categories is shown below. If these four groups were weighted by their actual numbers in the correctional population, line workers would contribute an extremely large proportion of the total response. Each group has an impact on the correctional process that is out of proportion to its actual size. It was arbitrarily decided to give each of the four occupational groups equal weight in developing total figures. While arbitrary, it was felt that this was the most logical and straightforward approach to developing a standard on which to base comparisons of the occupation groups.[1]

Additional analysis, based on education, is presented for administrators and specialists. The following tabulation shows the number of respondents in each group and educational category:

	Administrators	Specialists
Total	552	684
Less than a B.A.	115	118
B.A.	237	455
M.A. or above	200	111

A preliminary examination of the data indicated that settings influenced opinion as much as occupational grouping. Consequently, for analytic purposes, the total sample has also been divided by agency.[2]

1. Adult institutions (403)
2. Juvenile institutions (397)
3. Adult field (probation and parole) (467)
4. Juvenile field (probation and parole) (518)

[1] *Within* each occupation group, weights have also been applied to assure a proper distribution, based on offender population, by region and type of agency.

[2] Distribution by agency does not add to the total because individuals who indicated they work in more than one setting are included only in the total and not in the individual agencies. It was felt they would tend to blur the distinctions by agency.

JOB CATEGORIES IN INSTITUTIONS

1. Top Administrators
   - Institution Head
2. Middle Administrators
   - Assistant/Associate Head
   - Business Manager
   - Education Department Head
   - Line Correctional Staff Department Head
   - Director of Inmate Classification
   - Farm and Food Services Department Head
   - Maintenance Department Head
   - Prison Industries Superintendent
   - Director of Clinical/Treatment Services
   - Child Care Staff Department Head
3. First-Line Supervisors
   - Education Supervisor
   - Line Correctional Staff Supervisor
   - Prison Industries Shop and Factory Head
   - Child Care Staff Supervisor
   - Supervisor of Casework Services
4. Functional Specialists
   - Academic Teacher
   - Vocational Teacher or Instructor
   - Vocational and Educational Counselor
   - Classification Officer
   - Counselor
   - Institution Parole Officer (aftercare worker)
   - Social Worker
   - Sociologist
   - Vocational Rehabilitation Counselor
   - Psychologist
   - Physical Education Teacher
5. Line Workers
   - Line Correctional Non-supervisory Staff
   - Cottage Parent/Counselor
   - Group Supervisor
   - Child Care Staff

JOB CATEGORIES IN PROBATION AND PAROLE AGENCIES

1. Top Administrators
   - Director of Court Services
   - Chief Probation Officer/Director
   - Director of Parole Supervision
2. Middle Management Administrators
   - Assistant/Associate Director
   - District Director
3. First-Line Supervisors
   - Staff Supervisor
   - District Supervisor
   - Assistant Supervisor
4. Functional Specialists
   - Field Probation Officer
   - Psychologist
   - Job Placement Officer
   - Institution Parole Officer (field setting)
   - Field Parole Officer

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